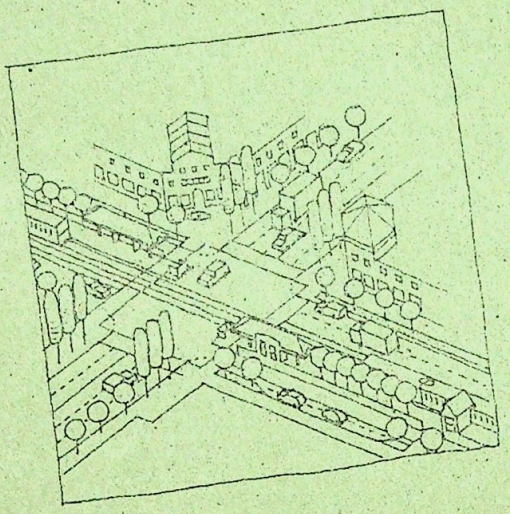
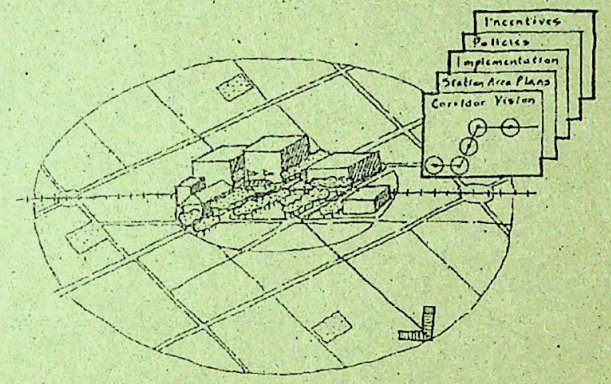
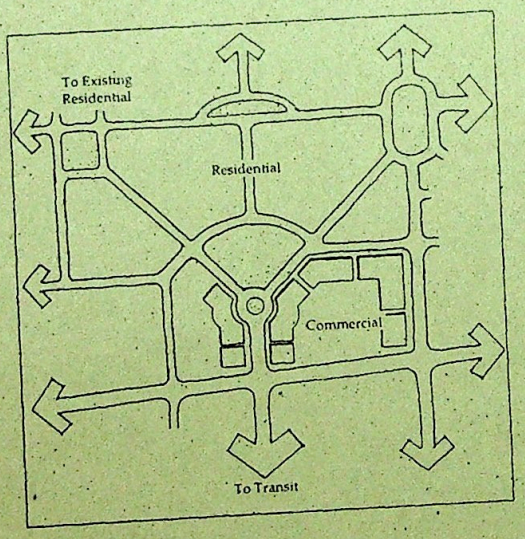
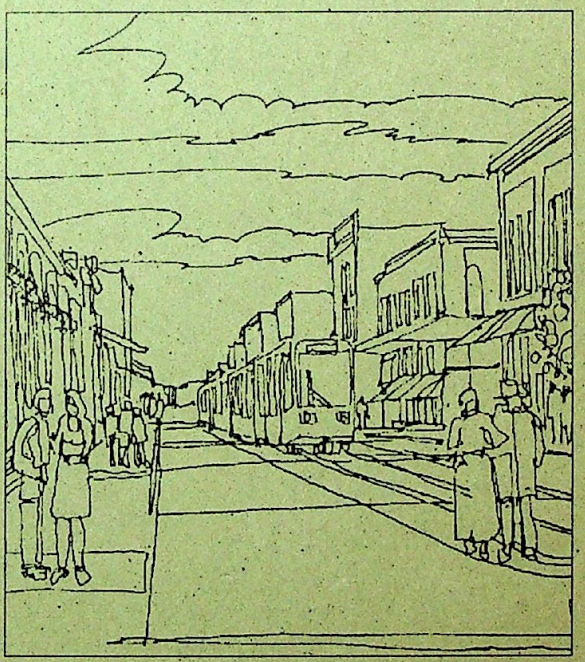
BEYOND THE FIELD OF DREAMS:

Light Rail and Growth Management in Portland







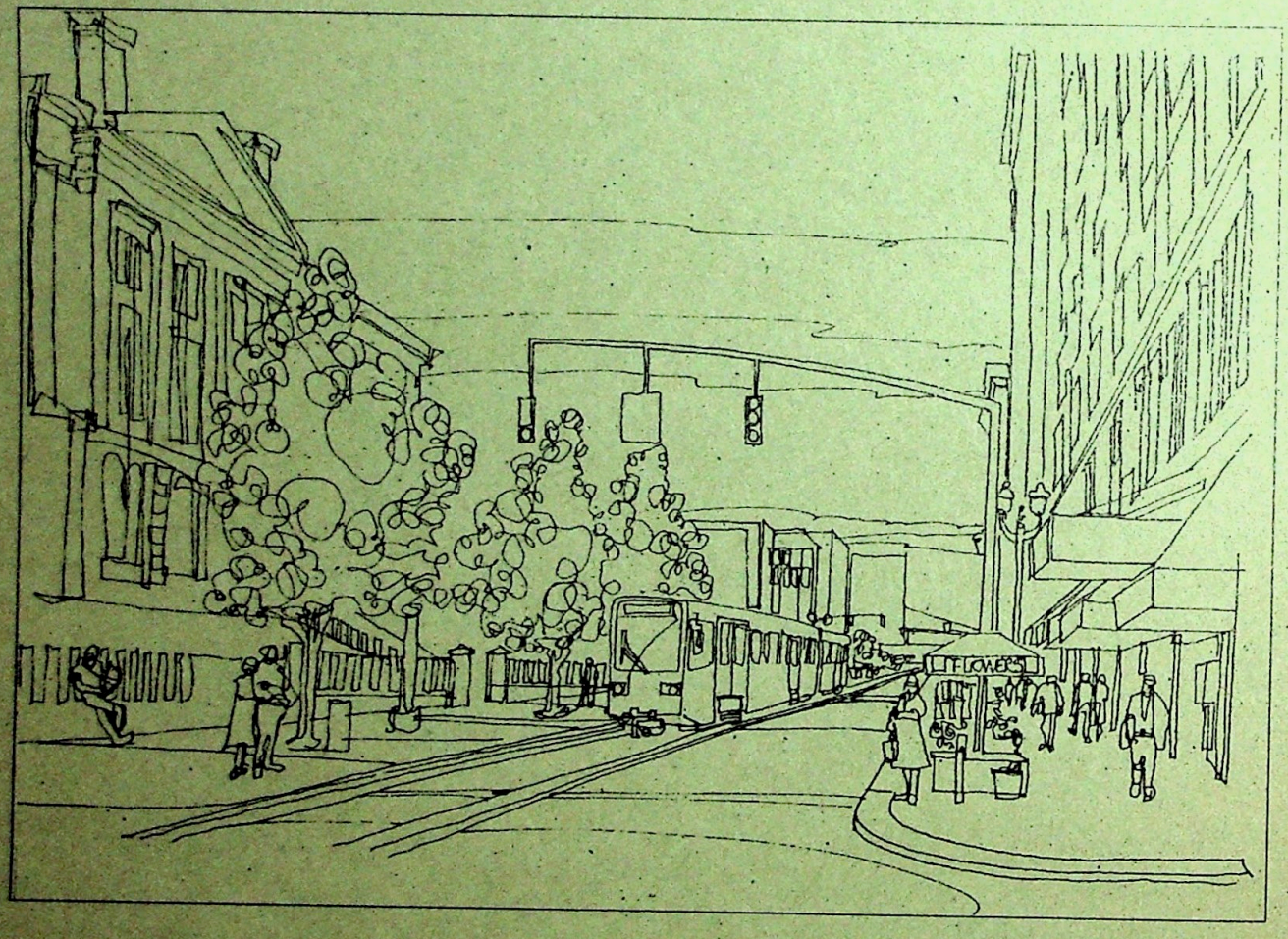


September 1996

MAX at 10 YEARS

TRI-MET

G.B. Arrington, Jr.
Director, Strategic Planning
Tri-Met



MAX HAS BEEN A VEHICLE TO MOVE PEOPLE, TO SHAPE THE REGION, DEFER HIGHWAY INVESTMENTS, CLEAN THE AIR AND TO ENHANCE OUR QUALITY OF LIFE.

BEYOND THE FIELD OF DREAMS:
Light Rail and Growth Management in Portland

The Portland region has received considerable attention for our two-decade long experiment balancing land use and transportation. Portland took the road less traveled by saying "yes" to growth without the negatives of more cars and freeway lanes. Today, Portland offers a quality of life that is the envy of much of the nation. This paper surveys the roots of the Portland strategy by examining where the region has been, the results so far and our aggressive strategies for the future.

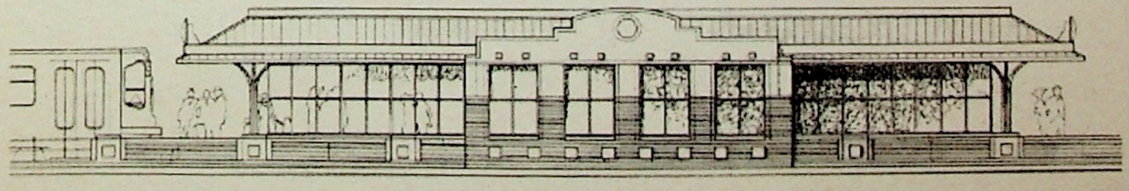
> **"In the past two decades, Portland has succeeded perhaps more than any other Western City in controlling sprawl, fostering public transportation and revitalizing the inner city."**
>
> — The Wall Street Journal

The success of Tri-Met's light rail system—MAX—has been the subject of a lot of attention. What is now becoming better understood is that MAX is more than a transportation investment. MAX is part of a conscious strategy to shape regional growth by coordinating transportation investments with land use policies. MAX has been a vehicle to move people, to shape the region, defer highway investments, clean the air and to enhance our quality of life.

Transit and land use have enjoyed great support in Portland because they are not an end in themselves. They are the tools our community leaders have used to build a more livable community. The Portland story then is one about community building with light rail.

We are now facing one of our toughest challenges yet: accommodating significantly more people without losing our livability. Some 645,000 new residents are forecast to be added to the four county area in the next 20 years. That is the equivalent of another 1-1/2 cities the size of Portland.

Once again, light rail is at the forefront of a conscious strategy to shape regional growth by coordinating transportation investments with land use policies. A 18-mile $944 million extension of MAX to the west will open for service in 1998. Portland's voters and the Oregon legislature recently authorized $850 million in local funding for a 21-mile extension to the south and north.



A Choice How to Grow

> **"Portland has gone further than most cities to reduce driving. . . The result is a healthy, vibrant downtown described in 1991 by Architecture magazine as 'the biggest downtown success story in America'."**
> — Urban Land

By any objective standards the Portland metropolitan area has been quite successful in integrating land use and transit. Investment in new development adjacent to MAX already exceeds the cost of the project by six fold. (See Table One)

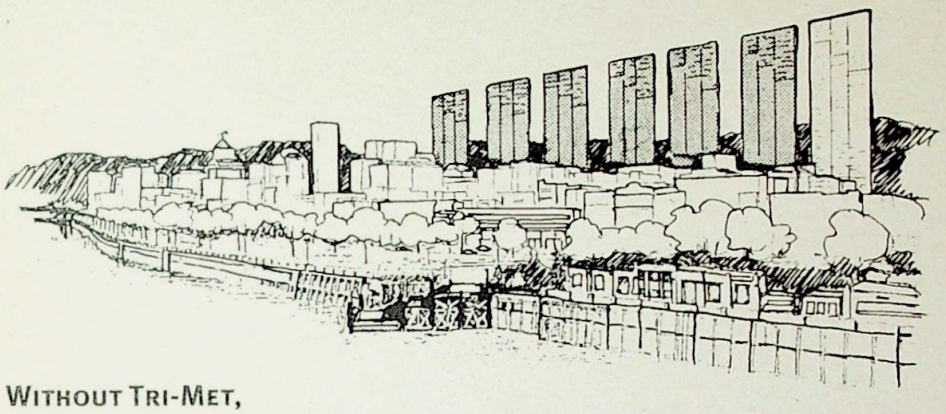
Portland's downtown has not always been healthy. In 1970, the downtown, like most of those across America, was dying. Portland made a choice on how to grow. Based on that success, we know it's possible to grow and still keep our livability. There is no Faustian Bargain that says traffic jams and dirty air are the unavoidable results of growth. They are the results of growing the wrong way, making the wrong choices.

Those successes take time and require stewardship. That noted "urbanologist" Mae West was fond of saying "anything worth doing is worth doing slowly." In Portland, we have more than 20 years of leveraging transit investments to achieve our land use objectives.

The Rewards of Growing Right

Downtown Portland provides an example of making smart choices—the rewards of growing the right way. The key elements in Portland's success include a collaboration between strategies and among governments:

- **The Central City Plan focuses the most intensive development adjacent to transit** — by design transit is put in the center of the action. Transit is the armature to define where the largest buildings are allowed;
- **Development is required to occur at a pedestrian scale with a mix of uses** — blank walls are actually illegal, buildings must be up to the street, and 60% of ground floor uses retail;
- **Strict limits have been placed on the amount of commuter parking** — downtown office building have tight parking maximums, but no minimums. The closer you are to MAX and the transit mall, the less parking you are allowed. For example, new office development on the transit mall is allowed at .8 spaces per 1000 square feet. The Urban Land Institute standard for "parking" a typical American office building is six fold higher — 5 spaces per 1000 square feet;
- **An investment in improved transit** — since 1971 Tri-Met has expanded service by 140% and seen more than a 220% increase in ridership. Today the downtown benefits from investments in the Portland Transit Mall, Fareless Square and MAX;



WITHOUT TRI-MET, SIX 42-STORY PARKING STRUCTURES WOULD HAVE TO BE ADDED TO PORTLAND'S SKYLINE.

- **A balanced transportation strategy** — for 20 years, no new road capacity has been added to the downtown. Portland actually tore out a six lane expressway to create a downtown riverfront park, traded in the money for two new freeways and invested in transit instead; and
- **An Urban Growth Boundary (UGB) that legally defines what's urban and what will remain rural** — the 235,000 acre growth boundary has changed less than 3% since it was adopted in 1979. At the same time the population inside the UGB has increased by more than a third.

The result is a vital, vibrant downtown, anchored by the Transit Mall and MAX. The downtown area has grown from some 50,000 jobs in 1975 to 105,000 jobs today—an increase of over 100%. At the same time, air quality has improved from a violation 1 of every three days in the 1970's to no violations since 1987 and traffic congestion has not markedly increased. Transit has done its share. Some 40% of downtown work trips arrive on transit. Transit has become the mode of choice for 64% of Tri-Met's riders, meaning they have a car available for the trip or choose not to own a car.

As for the transit land use connection, it's physically irreversible. Even if we wanted to change course, it would be difficult, if not impossible. For 20 years, the downtown parking supply and the arterial and freeway grid leading to downtown have been undersized with transit in mind. A 1984 study estimated without Tri-Met, six 42-story parking structures would have to be added to Portland's skyline and two additional lanes to every major highway entering the downtown.

"What Portland offers America is an alternative view for how to grow."

— NEIL PIERCE

Table 1
Development Adjacent to MAX: A Partial Inventory

Downtown

1. One Pacific Square ..... $ 22,000,000
2. Three Pacific Square/ODOT 8,700,000
3. Parking Garage/Heliport 8,800,000
4. Fleishner Block 2,500,000
5. Blagen Block 2,000,000
6. Skidmore Fountain Bldg. 4,500,000
7. Ankeny Park 300,000
8. New Market Theatre & Village .. 10,000,000
9. The Pine Street Building .....
10. Lombard Building 625,000
11. Lawrence Building 4,300,000
12. Federal Office Building 19,500,000
13. One Financial Center 42,000,000
14. Willamette Block 4,000,000
15. Paulson Capital Building 6,300,000
16. Morton Cole & Weber Building 6,300,000
17. Thomas Mann Building 2,200,000
18. Yamhill Market Place 7,000,000
19. Dayton Building 3,300,000
20. Centennial Block 6,000,000
21. 200 Yamhill Building 4,200,000
22. Director Furniture Building 5,600,000
23. Kress Building 3,000,000
24. Caplan's Sporting Goods 500,000
25. Pioneer Place 180,000,000
26. American Bank Building 3,750,000
27. Pioneer Courthouse 8,000,000
28. Pacific First Federal 22,000,000
29. Nordstrom 8,000,000
30. Zell Bros. 1,000,000
31. Offices 320 SW 2nd 400,000

Lloyd Center

32. Oregon Convention Center 85,000,000
33. State Office Building 11,500,000
34. Holiday Inn 3,000,000
35. Oregon Square 931,000
36. Lloyd Center Mall 200,000,000
37. Lloyd Center Red Lion Inn 38,000,000
38. Moyer Theatre 3,000,000
39. Federal Office Building East 55,000,000
40. Lloyd Center Tower 33,000,000
41. Rose Garden Arena 262,000,000
42. Port of Portland Building 393,000
43. Kaiser Permanente Building 2,170,000
44. Holiday Corridor 22,000,000
45. Lloyd Place Apartments 12,000,000
46. Liberty Centre 40,000,000

Hollywood

47. Gold's Gym 650,000
48. Hancock Apartments 226,000
49. Duplex 100,000
50. 46th & Hancock Apartments 325,000

Gateway

51. Fred Meyer Shopping Center ... 27,000,000
52. Sisters of Providence 2,500,000
53. Mervyn's 2,600,000
54. Gateway Retail Center 777,000
55. Duplex 506 NE 94th 126,000

Burnside

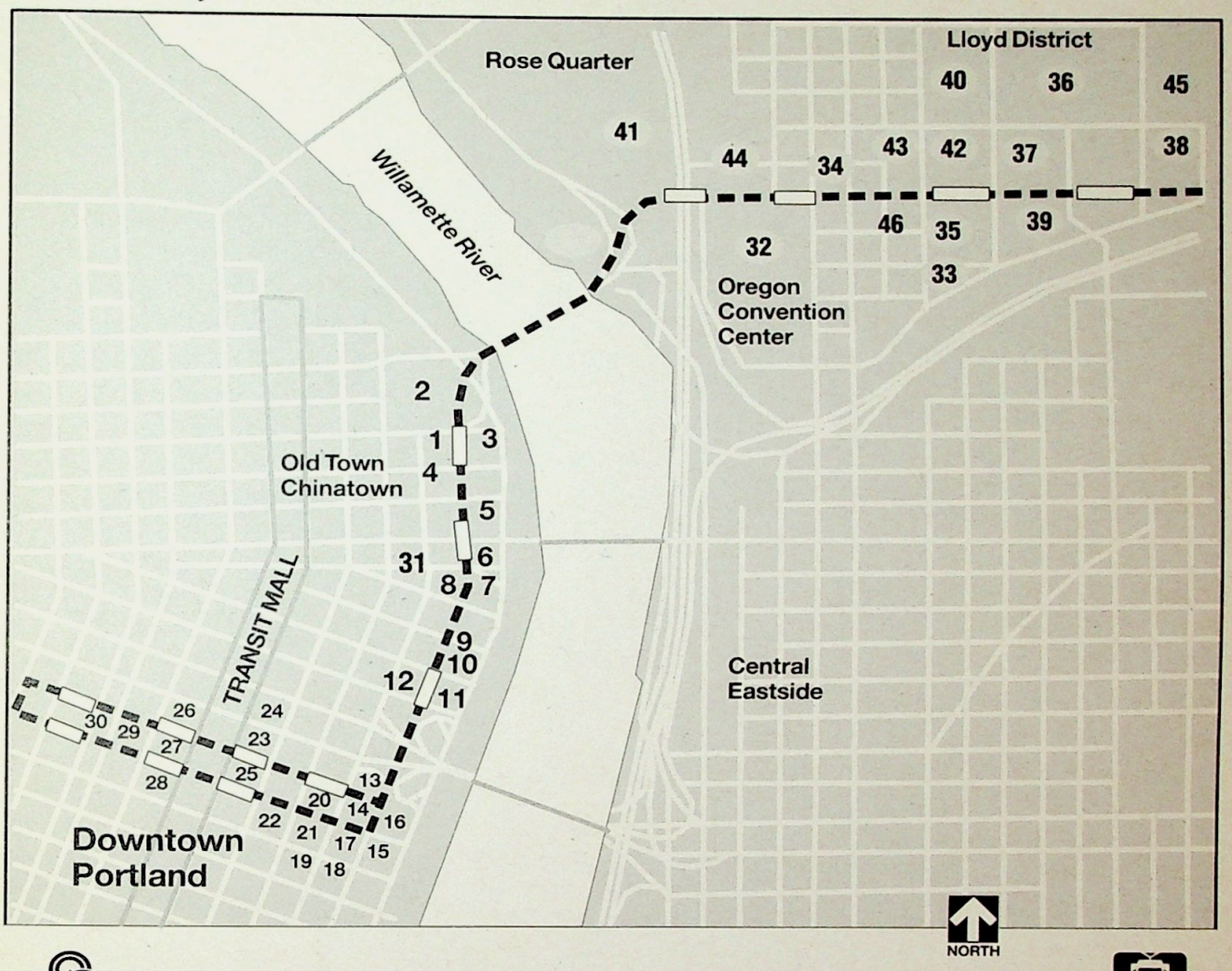
56. Pacific Power Offices 2,200,000
57. Medical Offices 419,000
58. Medical Offices 1,500,000
59. Offices 615,000
60. Transamerica Title Insurance Co. 1,000,000
61. Convenience Retail, 122nd Avenue 60,000
62. McMullen Terrace Apartments. 500,000
63. Glen Fair Park Apartments .....
64. Windsor Court Apartments 2,500,000
65. Try-MAX Apartments 1,300,000
66. St. Vincent de Paul Villa Apartments 1,200,000
67. 160th Avenue Apartments 275,000
68. Rockwood Park Apartments. 1,800,000
69. Rockwood Station Apartments ... 5,700,000
70. Rosewood Terrace Apartments 260,000
71. Apt. Complex, 157th Avenue .....
72. Mayfield Court Apartments 1,110,000
73. Burnside Fir Apartments 905,000
74. 181st Office 86,000
75. Plaza 181 110,000
76. Rockwood Fred Meyer 400,000
77. Bayclub Apartments 1,200,000
78. 182nd/Pine Apartments 770,000
79. Kaiser Rockwood Clinic 4,600,000
80. Duplex 21 NE 108th 141,000
81. Duplex 508 NE 113th 117,000
82. Office Building 275,000
83. Duplexes (2) 225,000
84. Duplex 173rd/Burnside 134,000
85. Dental office 164,000
86. Restaurant Remodel 97,000
87. Burnside Station Apartments 1,697,000
88. Group Home - addition 400,000
89. Stark Street Station Apartments 1,000,000
90. Duplexes (19) 183nd/Pine/Ash 3,070,000

Gresham

91. GreshamTown Fair 30,500,000
92. Pony Solider Motel 1,500,000
93. Pacific Crest Rehab. 500,000
94. Gresham Corporate Center 1,300,000
95. McKeel Office Building 64,000
96. Medical Office 340,000
97. Weil Pedestrian Arcade 75,000
98. Bristal Woods Apartments 2,740,000
99. Eastman Heights Apartments 570,000
100. Towne Fair Apartments 7,700,000
101. Cleveland Station Apartments .....
102. Regional Library 1,100,000
103. Easthill Church Addition 782,000
104. City Hall Addition 6,395,000
105. Senior Apartments 4,084,000
106. "Old City Hall" - remodel 966,000
107. 40 NE Burnside - retail tenant 897,000
108. Medical Office 1,000,000
109. Guide Dogs for the Blind 376,000
110. Gresham Professional Group 92,000
111. 1021 NE 1st – commercial tenant 565,000
112. Restaurant Remodel 110,000
113. 40 NE 2nd - improvements 75,000
114. Trail's End Housing 1,700,000
115. Gresham Central Apartments ... 4,400,000
116. Duplexes (5) 850,000
117. Oneota Townhomes 1,500,000
118. Apt. Building 1530 NE Cleveland 2,194,000
119. Gresham Civic 3,540,936
120. Tri-Met Parking Garage 5,301,000

TOTAL $1,319,860,000

Development Adjacent to MAX



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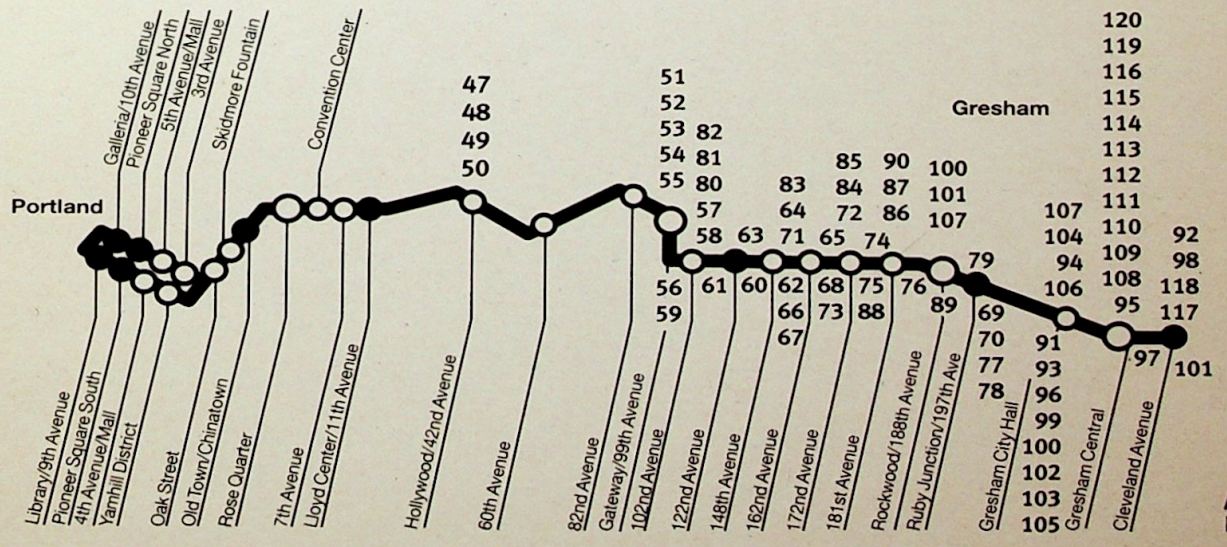
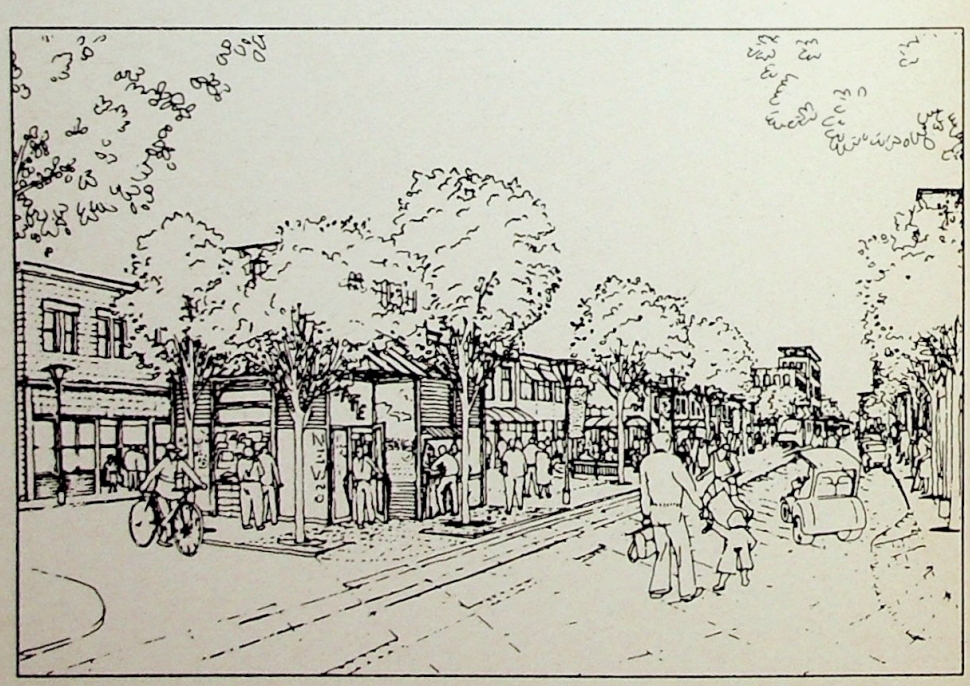


Community Building with Light Rail

The editor of an eastern business journal was so taken with Portland after a visit that he wrote "if Walt Disney had built a city where people really live, (Portland) could be it." Some cities mistakenly believe by having light rail technology, they can realize the results' we've seen in Portland.

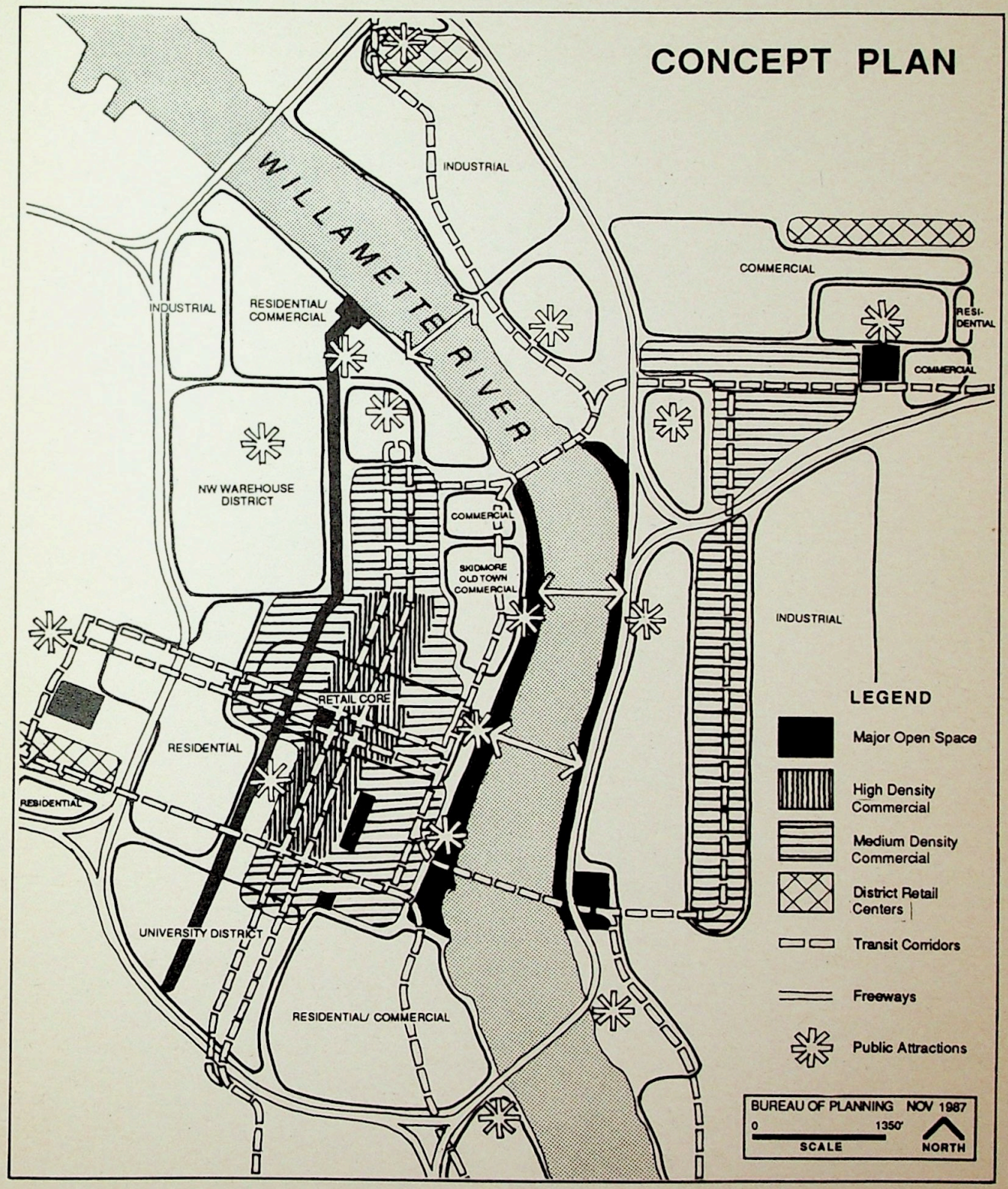
Just like a roller coaster in a mountain does not make Disneyland, light rail alone does not make a successful downtown. Building rail lines is not an end in itself. The Portland story is more about community building than light rail building. MAX has been an effective means to the end of a livable community. What the community is interested in is livability. Transit and land use enjoy great support because they are the tools Portland has used to achieve a livable community.

"If Walt Disney had built a city where people really live, (Portland) could be it."
—Triangle Business Journal



The Portland story is more about community building than light rail building.

Portland Central City Plan



"Transit corridors are the spine for future growth. The most intense development will locate along the transit corridors."—Central City Plan

A Partnership for Success: Transit and Land Use

Tri-Met has not sought land use authority. A key to our success is what I would call the "Tom Sawyer approach." Get someone else to do the land use planning for you. Like Tom Sawyer in painting his fence, we got someone else to do the planning for us. In this case, our Huckleberry Finn was local government.

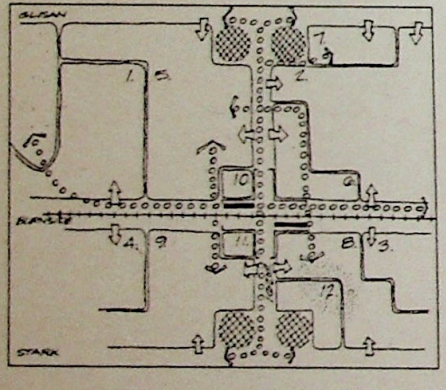
A successful land use and transit strategy requires a working partnership between local governments and the transit district. Like any partnership, each side has expectations of the other. Tri-Met is asking local governments along the rail corridor to take action to make development physically more dependent on transit by limiting parking, constraining automobile access, widening sidewalks, improving pedestrian access, allowing a mix of uses, and higher density development. In exchange for that, they expect Tri-Met to provide the necessary service to accommodate their growth. In more blunt terms, local government is shifting a major part of the cost of growth to transit.

Light rail is the infrastructure investment to handle the transportation pressures of growth in major corridors. Rail then also becomes a powerful tool for governments to help implement their plans. Light rail won't create new growth, but with supportive plans and policies in place, it can influence where development goes and what is looks like.

"Field of Dreams"

The "Field of Dreams" theory of development — build it and they will come — only works in the movies and at freeway interchanges. A desire to capture the development potential presented by light rail resulted in a $1.2 million planning program paid for out of the MAX construction budget. The Transit Station Area Planning program laid the foundation for development along the line by funding the work of local governments to determine market potential, plan for the urban fit of the project, and rezone station areas.

Before construction started on MAX, every station area along the corridor had been re-zoned to stimulate transit related development around the stations. Local governments along the corridor participated in the program because they saw MAX as a means to implement their comprehensive plans. New higher density zoning, specifically tailored to light rail, was put in place around the suburban stations. At the end of the line in Gresham, their downtown was replanned around rail as a focal point.



BEFORE CONSTRUCTION STARTED ON MAX, EVERY STATION AREA ALONG THE CORRIDOR HAD BEEN RE-ZONED TO STIMULATE TRANSIT RELATED DEVELOPMENT AROUND THE STATIONS.

Over $1.3 Billion in Development

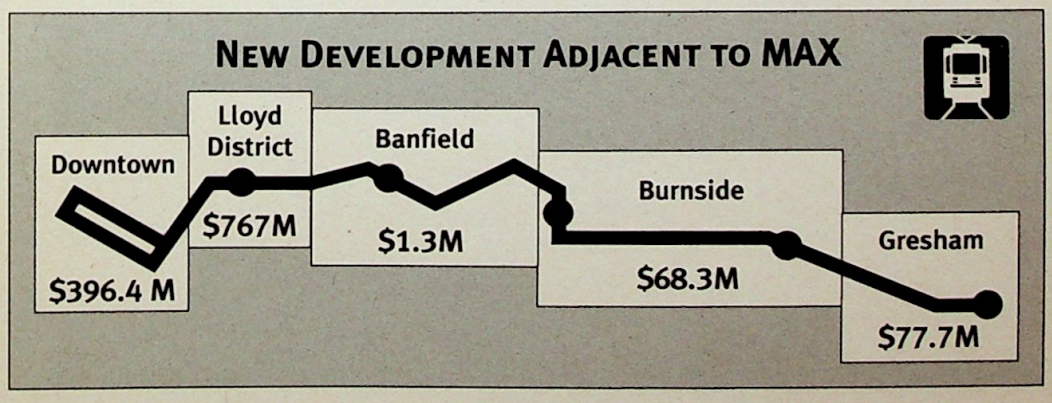
Portland is demonstrating that light rail linked with land use planning can have a dramatic impact on shaping regional growth. With ten years of operating experience, the results are very promising. Over $1.3 billion worth of development exceeding ten million square feet are under construction, or has been completed, immediately adjacent to the MAX line since the decision to construct the project. Plans have been announced for another $440 million worth of additional improvements. The impact of MAX has been felt from end to end. Development activity is greatest in the downtown and Lloyd Center. In downtown, MAX has accelerated historic renovations, influenced the design of office buildings and helped make new retail development feasible. Virtually every parcel of vacant land adjacent to MAX downtown has changed hands, been developed, or had development plans announced.

In the suburban section of the line between Gateway and Gresham, development has been slower to get started and more modest. Between 1990 and 1994 over $125 million in improvements have been made within a half-mile of MAX stations since 1990. Garden apartments typify much of the new development that has occurred at all the Burnside Street stations. To date, there have been more than $50 million worth of apartments constructed adjacent to the stations.

The development response to MAX has been practically invisible around the three stations in the Banfield section. Here, MAX is wedged into a cut next to an urban freeway which separates it from the neighborhoods it serves.

MAX's impact on development by all accounts appears to be positive. The assessed value of station area properties has risen faster than the countrywide average

> **"Portland's transit system is not just a tool for the downtown area. It's a truly regional system that is guiding and generating growth and development far beyond the central city core."...**
>
> — American Architectural Foundation



Over $1.3 billion worth of development has occurred immediately adjacent to the MAX line since the decision to construct the project.

"The linchpin was the completion in 1986 of a light rail system..."
— New York Times

according to a 1993 study. While countrywide assessed values increased by 67.5% from 1980-91, the evaluation of several stations shows a more rapid increase: Lloyd Center (+134%); 162nd (+112%); and 181st (+491%).

Businesses are reporting higher sales volumes and increased foot traffic because of MAX. In a 1987 survey of 54 businesses located near the MAX line, 66% of business owners said that their businesses had been helped by being located near MAX. More specifically, 54% said they saw increased sales volume as a result of being located near MAX. The strongest benefits of MAX were attributed to increased business visibility rather than customers getting off the light rail and making purchases.

The Biggest Impact of MAX is Long Term: Three Examples

As with other rail systems, the major development response to MAX has always been expected to occur after the system has been in operation for several years and its ridership potential fully demonstrated. MAX has not caused new development to happen in Portland—it has influenced the location, design and timing of development.

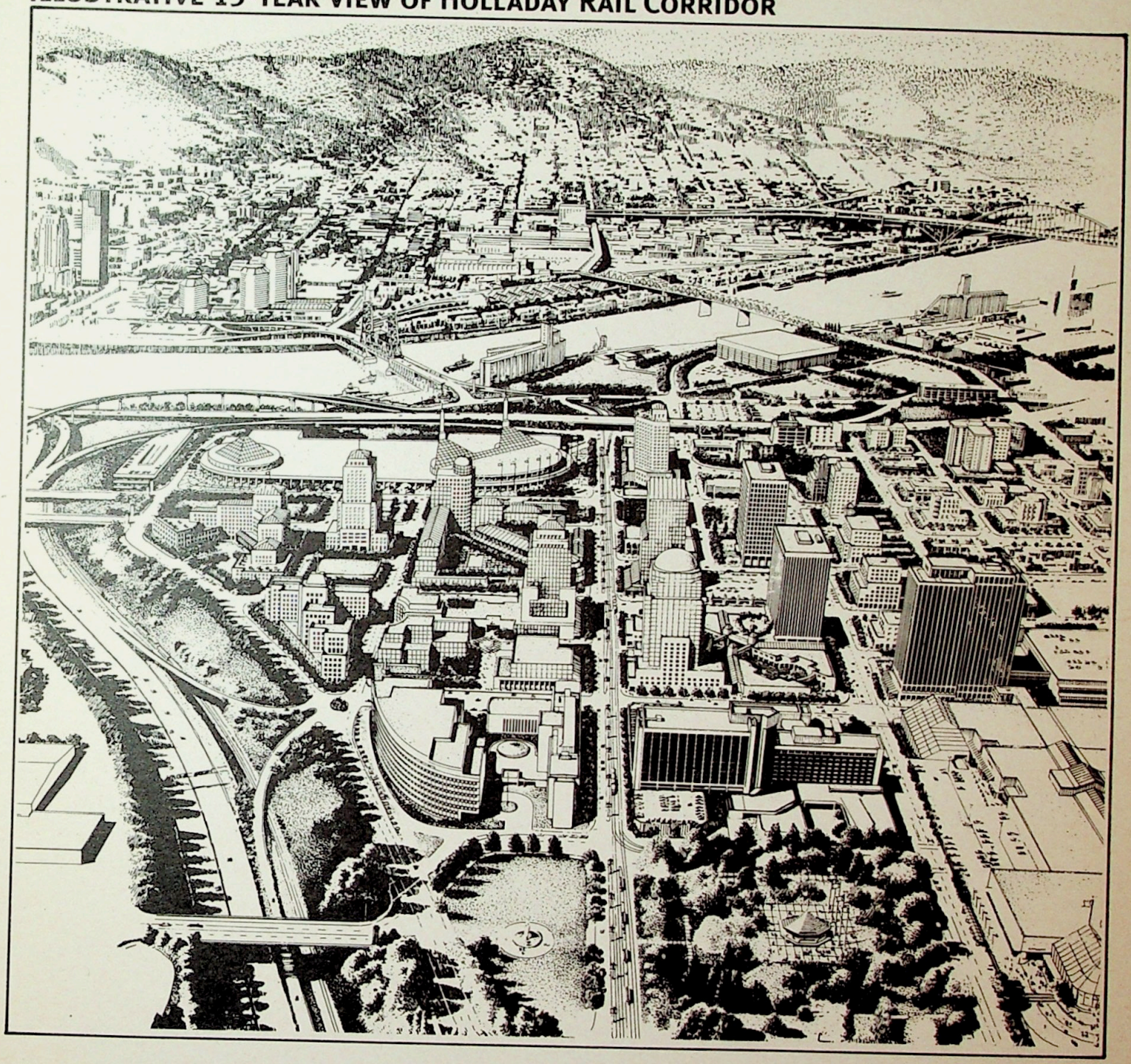
Three projects are illustrative of the long term impact of MAX:

1. Lloyd District — Moving Downtown East. MAX has changed the shape and configuration of downtown Portland. The Willamette River has always been a physical and psychological barrier constricting the core to the west side of the river. MAX has been given credit for transcending those barriers and transforming the Lloyd District into "downtown east."

The transformation of the Lloyd District has been quite impressive. The District has been the beneficiary of nearly six out of ten dollars invested adjacent to MAX. Four key decisions in reshaping of the Lloyd District have a "MAX factor":

First, the decision to locate the Oregon Convention Center adjacent to MAX on the east side. The presence of MAX was a critical factor in the decision to locate the $85 million Convention Center across the Willamette River outside of the downtown. MAX is the spine connecting hotels, restaurants, the Convention Center and the downtown together. The 400,000 square foot Convention Center was designed to front onto MAX. The link to MAX was important enough to the Convention Center that they paid for a new MAX station. The new Convention Center MAX station and plaza create the front door for arriving and departing conventioneers. Interestingly, there is no door facing onto the 800 car parking lot.

Illustrative 15-Year View of Holladay Rail Corridor



"Light rail made it possible and viable to build the arena at this location. It's the reason it's here today."

— Marshall Glickman, President, Portland Trailblazers

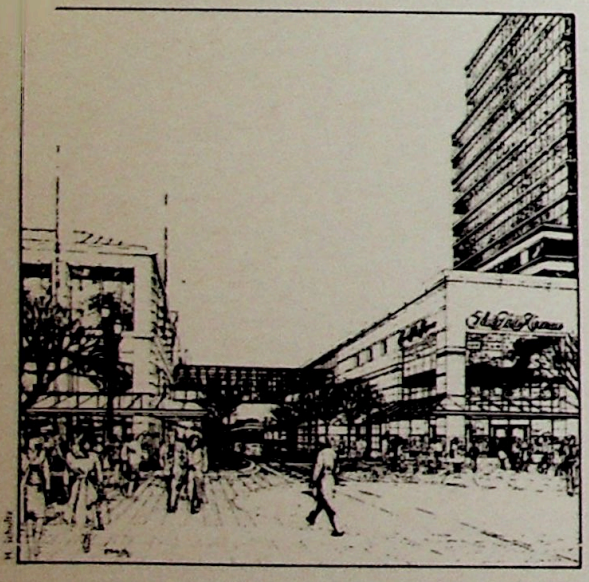
Second, Melvin Simon and Associates cited MAX as a factor in their decision to buy and undertake a $200 million renovation and expansion of the 1.3 million square foot Lloyd Center Mall. MAX also has been a focal point for Pacific Development in its plans to develop 70 acres of land they acquired paralleling MAX in the Lloyd Center area. Liberty Insurance recently acquired two of those blocks and is under construction with a $40 million 350,000 square foot 17 story headquarters facing onto the Seventh Avenue MAX station.

Finally, the decision by the Portland Trailblazers to build a $262 million arena also has a "MAX factor." The 20,340-seat Rose Garden opened in 1995 nestled between the Rose Garden MAX Station, the Convention Center and the existing 12,666-seat Memorial Coliseum. The Trailblazers bet $228 million of their money against $37 million in public funds on a master plan which relies on a strong transit and pedestrian emphasis to succeed. According to Portland Trailblazer President Marshall Glickman "Light rail made it possible and viable to build the arena at this location. It's the reason it's here today."

Like it's neighbor the Convention Center, the Rose Garden is designed with transit in mind. It better be—the two projects will have a combined total of just 3,446 off-street parking spaces for over 1.1 million square feet of space. Of that number, 369 spaces are in Court One (the Blazer's entertainment complex) and will not be available for arena customers. Tri-Met has a long term contract with the Blazer's to serve the Rose Garden with bus and MAX service. Blazer fans have figured out that nothing gets you closer to the Rose Garden than MAX. In it's first year Tri-Met carried 20% of the fans to Blazer games.

The *New York Times* summed it up pretty well in an August 25, 1991 article:

> "The Portland Development Commission estimated that since the Convention Center plan was announced four years ago, more than $500 million in private funds have been invested within a mile of the site. Projects values at an additional $750 million have been proposed."
>
> "The linchpin was the completion in 1986 of a light rail system connecting this district to downtown. Four stations serve the roughly 100-block Lloyd District. 'The installation of light rail made a big difference,' said Bill Scott, president of Pacific Development, a company that bought 70 acres of the district from the Lloyd Corporation four years ago. 'The purchase solidified the Convention Center area and made it possible to attract development interests,' he said."



Pioneer Place. The easiest way to Saks Fifth Avenue is on MAX.

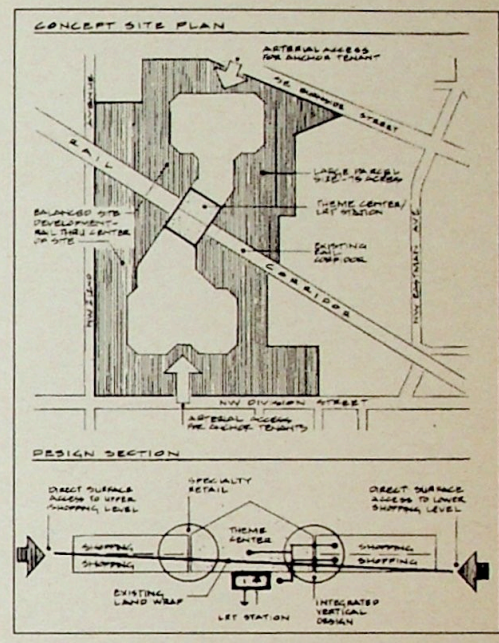
2. Pioneer Place — Portland's "100% Corner." The Rouse company is building a four-square-block, retail/office complex at the "100% corner" of downtown Portland. The $180 million first phase, anchored by the region's only Saks Fifth Avenue store, opened in 1990. Transit surrounds the project on three sides with two light rail stations and the Portland Transit Mall. Pioneer Place is the bright star in Portland's growing retail galaxy. Local media sources report that its' per square foot sales far outstrip any of its competition. The easiest way to get to Pioneer Place is by MAX. You get off MAX, step across the platform (which is also the sidewalk), and you are at the front door. No automobile can equal this degree of access. For the developer, light rail means a lower parking ratio, lower development costs, and a location advantage over the competition and access to a broader retail market.

3. Gresham Civic Neighborhood. At the other end of the line in Gresham, MAX held out the promise for changing how we view perhaps the most auto-oriented type of American development: the suburban mall. After two years of planning, Winmar Company of Seattle submitted design plans in April 1990 for a $100 million, 900,000 square foot regional mall, built over and incorporated directly into the light rail line. The mall, a joint project with Tri-Met, would have been on the cutting edge of suburban development. Like the downtown Rouse Project, MAX would be the most convenient way to arrive. A new MAX station would deliver riders right into the middle of the action. For Tri-Met, the mall would have meant increased ridership and a long term cash flow for the light rail system to make it self-sustaining within seven to eight years after the center opened. Congress earmarked $14.5 million in Section 3 funds to be used for Tri-Met's share of the sell-lease-back arrangement.

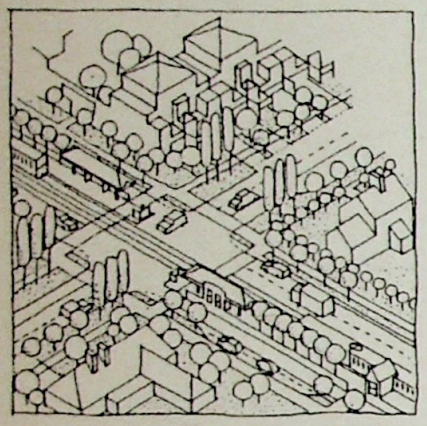
Unfortunately, not all good ideas make it from the proposal stage to reality. Winmar walked away from the project in early 1992. A variety of factors contributed to its downfall. The Federal Government's position changed on the use of their funds.

While negotiations with US DOT dragged on, the market window of opportunity slammed shut as the national recession weakened the prospects for any new projects. Faced with high carrying costs, the developer had no choice but to walk.

It's been said good things come to those who wait. That's apparently the case with the former shopping center site. A new transit friendly re-incarnation is moving into construction — the Gresham Civic Neighborhood. The City adopted the plan for the site last spring. The plan mixes residential /



WITH MAX AS THE FOCAL POINT IN THE CENTER OF THE 900,000-SQUARE-FOOT WINMAR/TRI-MET MALL, IT WOULD HAVE BEEN ON THE CUTTING EDGE OF AMERICAN DEVELOPMENT.



OVER 1,450 MULTIPLE FAMILY UNITS IN 26 PROJECTS HAVE BEEN BUILT NEXT TO SUBURBAN MAX STATIONS AT A VALUE OF NEARLY $50 MILLION.

commercial / retail uses / a new street grid, a new MAX station and a plaza at the City Hall MAX station to form a transit oriented community.

Winmar, the City and Tri-Met are moving ahead to prepare the site with infrastructure. Final design on the MAX station is underway. Construction of the MAX station is tied to a trigger point with Winmar on the square footage of transit supportive development on the site. The City has preliminary development plans and expects a development application in the spring for 300,000 square feet of retail / office / theater / hotel / 265 units of second floor residential over the commercial space, and 400 to 700 units of multiple family housing.

Suburban In-Fill — 1,450 Apartment Units

Changing the character of the Burnside corridor will be a gradual process. Postwar suburban homes dominate the largely built out corridor. Planners faced the delicate task of shoe-horning in multiple family zoning around rail stations while putting a premium on preservation of stable neighborhoods. What vacant land there is tended to be in small ownerships.

In that tough environment, the results have been encouraging. Developers have assembled sites up and down the corridor for some 1,450 multiple family units with virtually no government assistance. All told, 26 projects next to suburban MAX stations have been built at a cost of nearly $50 million. The average complex has 50+ units with a project size ranging from 11 to 263 units. Project densities are quite conventional, 20 to 25 dwelling units per acre, averaging 1.5 parking spaces per unit. Like the rest of east Multnomah County, occupancy rates are in the high 90 percentile ranges. The presence of MAX commands a slight premium on rents according to apartment managers.

Some higher density products are now in the pipeline and may portend a trend. At 143rd and Burnside, the 24 unit Glen Fair Apartments were built at 40 dwelling units per acre. An area of abandoned warehouses is being transformed into higher density housing in central Gresham. The 97 unit Gresham Central Apartments are near complete next to the Gresham Central MAX stop at 34 dwelling units per acre with 1.5 space per unit parking ratio.

Not Enough Just to Plan

One of the important lessons from MAX is that it's not enough just to plan. Planning should not be confused as an illusion for action. The planning has to be followed up with implementation.

In too many instances, that was not the case with MAX. The planning was funded but not always the implementation.

For the general public, the success of planning is measured by their experience on the ground—like the level of congestion on the way to the store. They also notice whether the new development next door gives them access to a new nature trail or a safe way for kids to get to school that never existed before. Those opportunities are spelled out on plans. They become missed opportunities or reality on a case-by-case basis.

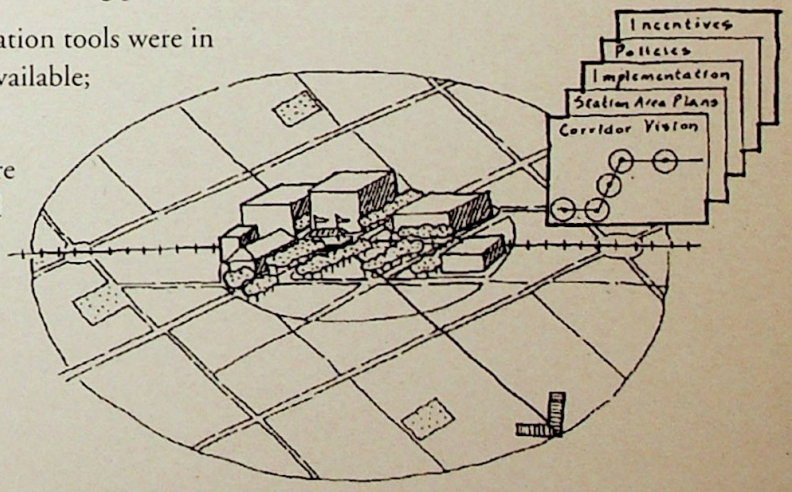
Taking planning from what could be to implementation takes follow through. That's found in hammering out the details of planning implementation and specific project designs which live or die in the supportive ordinances and follow through by local planners to get the details right. Otherwise growth is just more cars on your neighborhood street and too many people living too close together. Making the plans come to life may require the commitment of local planning staff to follow up with developers to make sure the intent of the original plan gets carried out. At Sunnyside Village, a suburban transit oriented development, the local government has one and a half full time staff doing just that.

Rx for Development

Plans themselves can be an unintended barrier to implementation. Like with our children, sometimes we over protect — instead of nurture — to achieve the things we hope for the most. Special regulations tailored to transit can create the perception of a "regulatory desert," stopping (not fostering) transit-supportive development. A successful planning program will also look for and provide incentives to development, not just extra regulations. Light rail station areas ought to be development "hot spots" the private sector seeks out, not a place where you face extra red tape and regulations.

The strongest development response to MAX has come when:

- Developable land was consolidated under single ownerships;
- Multiple public and private objectives were being pursued;
- Implementation tools were in place and available; and,
- Stations were well located in places with development potential.



A SUCCESSFUL PLANNING PROGRAM WILL LOOK FOR AND PROVIDE INCENTIVES TO DEVELOPMENT, NOT JUST EXTRA REGULATIONS.

The Road We Are Headed Down Doesn't Lead to Where We Want to Go

Up to now the Portland story has largely been the story of MAX and a revitalized downtown. The challenge is to take those lessons and apply them on a regional scale. Many of the same trends which have overtaken other cities are at work in Portland's suburbs—disappearing open space, increased dependance on the automobile and an explosion in Vehicle Miles Traveled (VMT).

"Unless we change the direction we are going, we may end up where we are headed" (Chinese Proverb). Increasingly, the road we have been headed down does not lead to where we want to go. The region's current generation of plans for transportation and land use are a good case in point. If we were "successful" in implementing those plans, congestion on a regional basis would increase by 146% in the next 20 years. That "success," however, would be considered failure by most citizens.

"Could this be America? Portland...seems to defy the forces that elsewhere drag American urban life into squalor and chaos."
— Geography of Nowhere

The problem is not a failure of transit as much as an all too familiar pattern of land use hostile to mobility. The suburban development model is as much of a problem for roads as it is for transit. Increased spending on roads and transit alone is not the solution. Changing land use has to be part of the equation.

"The Impossible Must Be the Answer"

The genesis of Oregon's land use program was to keep cities out of farms and forests. Containment of growth has been largely successful. Now a new generation of transportation and growth management strategies aimed at how our urban areas grow is taking hold in Portland at the local, regional, and state level. It's a new page out of an old book. Once again, the Portland region has responded to a perceived threat to its' quality of life by creating a vision of the future we would like to see and a legal/policy framework to get there.

Oregon's rich palette of land use laws make us somewhat unique and easy to dismiss for not being applicable elsewhere. "How did you do that ?" and "That would be impossible back home" are often heard rejoinders from visitors to Portland. As Sherlock Holmes once said, "when you've exhausted all possibilities, the impossible must be the answer." What is important not to lose sight of is that the motivation to create the kind of future citizens wanted came first, then the laws followed. The Portland region has succeeded so far because people cared enough about their future to create the tools needed to help create it.

A New Generation of Growth Management

The second generation of growth management initiatives now underway increase the reliance on light rail as a tool to create the kind of future we want. A common thread in each of them is a desire to:

- Grow without putting our livability at risk;
- Contain growth inside our existing U.G.B. by growing up, not sprawling out;
- Preserve existing single family neighborhoods by increasing density in existing centers and along transit corridors; and,
- Assure that new development is designed to be served by transit at a pedestrian scale with a mix of uses.

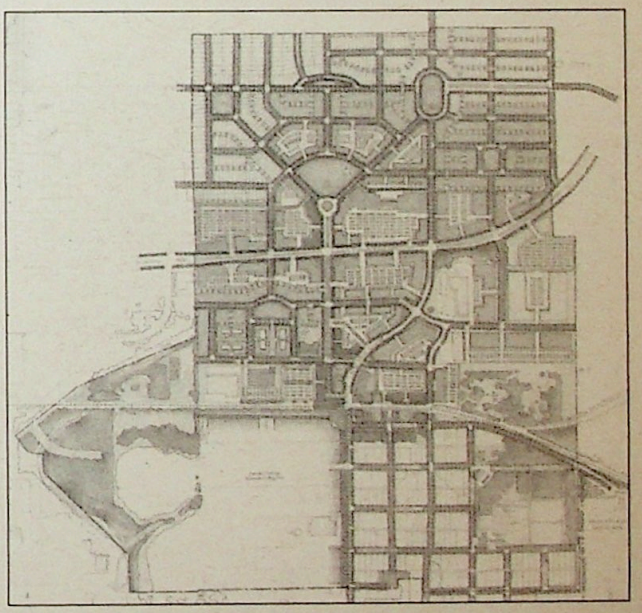
Since 1992 local governments have been required to change their plans to comply with state mandates to guide growth around transit. Those new requirements, among other things, call for a 10% reduction in VMT and parking per capita in 20 years, adoption of local regulations to allow transit-oriented development, and tight regional parking ratios for non-residential uses.

Westside Light Rail: A Billion Dollar Development Gamble

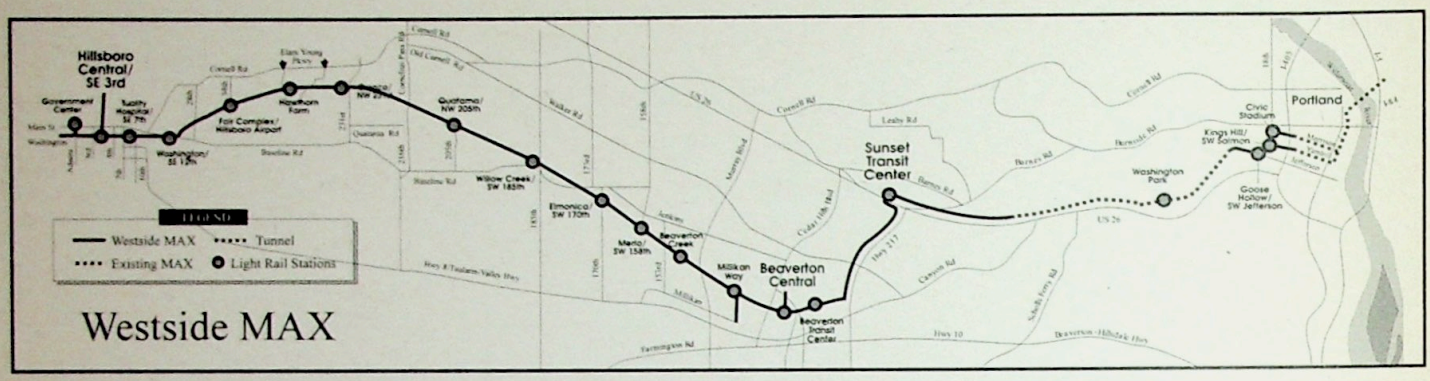
The region's most aggressive venture into balancing transportation investments and land use policy is the Westside Light Rail Project. By the fall of 1998, riders will be able to take MAX 18 miles west from downtown Portland to Hillsboro.

The success or failure of the public's nearly $1 billion investment in the Westside will be determined in large part by what happens around its 20 stations. Unlike the East side MAX line, a substantial amount of land around the Westside is prime for development. From the air, some of the Hillsboro station areas resemble a "Field of Dreams." As *NEWSWEEK* put it in May 1995 we "are building transit first, literally in fields, in the hope development will follow." There is more vacant land around one station in the Hillsboro segment than we had around all the East side stations combined. All told, in 1994 there were approximately 1500 acres of vacant developable land in the vicinity of Westside stations. That is nearly three times the amount of vacant land on the East side.

Orenco Station Area



Light rail is being used as a tool to create the kind of future we want. (Source: Metro)



THE REGION'S MOST AGGRESSIVE VENTURE INTO BALANCING TRANSPORTATION INVESTMENTS AND LAND USE POLICY IS THE WESTSIDE LIGHT RAIL PROJECT.

> "... building transit first, literally in fields, in the hope [that] development will follow".
> — NEWSWEEK

Importantly the presence of vacant land is complemented by a strong development market. Portland's market for suburban development and apartments have been consistently rated as some of the hottest in the country.

AN URBAN LABORATORY

The Westside carries with it a significance beyond the corridor. The project is being transformed into an urban laboratory. The growth management strategies being debated in the rest of the region will be tested first on the Westside.

The Westside project now has national significance as well. The Portland region's commitment to integrating transportation and land use made the critical difference in getting a Full Funding Grant Agreement for the six-mile extension of the Westside project to Hillsboro. The Office of Management and Budget (OMB) recommended against funding the project because they said it was not cost-effective. There is an old Washington joke that "the OMB knows the cost of everything, and the value of nothing." The debate went all the way to the White House. USDOT was successful in arguing that if you included the land use benefits of the Hillsboro extension in the equation the project was cost-effective.

The Federal Transit Administration's (FTA) approval of Section 3 New Start Funding for the Hillsboro extension sets a new national precedent. In the funding agreement the parties "recognize that the success of the Hillsboro extension will depend, in large measure, on local implementation and enforcement of long term urban containment policies that lead to transit-supportive land use patterns in the corridor." Federal funding is contingent on the enactment of and local compliance with Metro's Region 2040 concept plan, adoption of local station area plans which positively impact ridership and adoption of policies to meet the State Transportation Planning Rule (see appendix *#2).* With the reward comes responsibility. If local government's don't produce the promised land use actions, Tri-Met is on the hook to refund the federal government $75 million.

The area around each Westside station is undergoing an intensive station community planning and development program modeled on the experience with MAX. The $4+ million effort includes the four local governments, Oregon's DOT, our regional government Metro and Tri-Met. Ironically, the same FTA that made Hillsboro funding contingent on land use would not allow the planning work that helped justify the project to be paid for out of Westside project funds. Funding is equally divided between Tri-Met General Funds, regional and state flexible Federal Surface Transportation Program funds. Local governments are now using those funds to develop and adopt new legally binding land use plans, development codes, capital improvement plans and implementation strategies tailored to light rail for a half-mile around each station.

Planning Twilight Zone

Planning on the Westside actually started nearly two years before station community planning. Tri-Met was concerned local government lacked the legal leverage to assure that only transit-supportive development occurred adjacent to Westside stations.

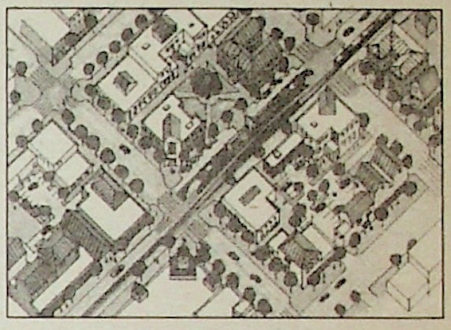
To address the interim period of two to three years before station community plans were adopted, three of the four local governments in the corridor adopted a coordinated set of legally binding interim zoning regulations. Complimentary regulations are expected to be adopted soon by the remaining government. For the areas within mile of Westside stations the interim zoning:

- Establishes a list of auto-oriented uses which are prohibited in station areas;
- Sets minimum residential and commercial densities;
- Creates maximum parking limits; and
- Applies a design overlay which requires pedestrian connections and building orientation to the light rail station.

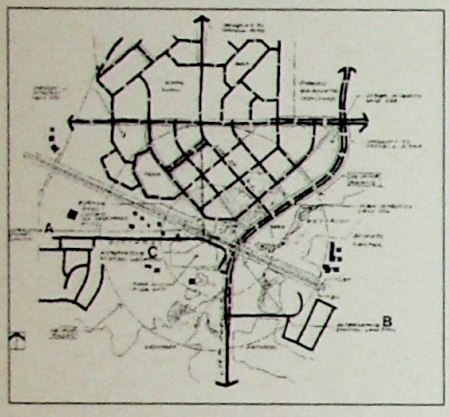
Light Rail: Good Servant, Bad Master

It's often said that the automobile has been a good servant and a bad master. The same can be true of light rail. To maximize the land use opportunities afforded by light rail, it's critical not to let the technology or the engineers become the master. If we are really in the community building business, the design of light rail must be responsive to a variety of constituencies. For Tri-Met, that has meant a gradual change in how we approach the planning and design of light rail facilities. For example, we now give more attention to land use, development and the pedestrian environment earlier in the design process.

Downtown Hillsboro



Land use plans made the difference in getting Federal funding for the Hillsboro extension. (Source: Hillsboro)



TRI-MET CHANGED THE DESIGN OF THE HILLSBORO EXTENSION TO BETTER CAPTURE DEVELOPMENT OPPORTUNITIES.

Tri-Met assembled a team of architects and planners before preliminary engineering started on the Hillsboro segment to work with the engineers. Their charge was to better integrate the project into the community while reducing costs. The team was able to eliminate two stations identified in alternatives analysis and move four stations. The result is lower capital costs, a faster preliminary engineering phase, less community controversy and a design that seeks to maximize the opportunity for transit-supportive development.

New Communities Focused on MAX

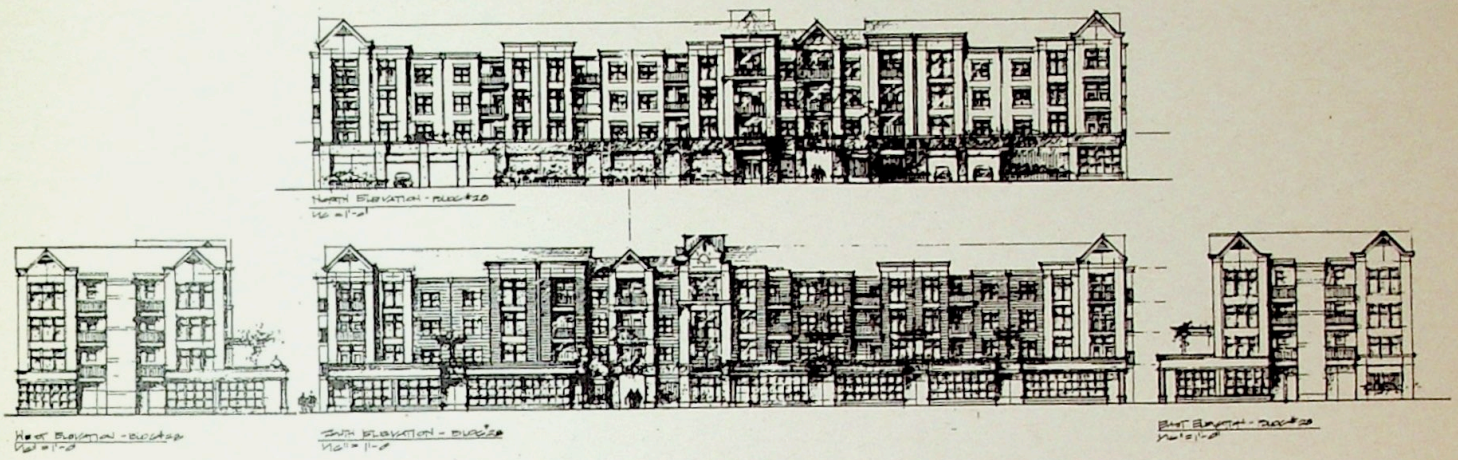
Just north of the Westside line, Intel is in the process of investing $2.2 billion in the nation's largest and most expensive silicon chip fab plant. Some 1,400 employees are expected at build out. All the land between the Orenco MAX station and the Intel plant — some 190 acres — is owned by PacTrust. The land was originally acquired by PacTrust for industrial uses in Portland's burgeoning Silicon Forest. PacTrust switched gears with the confluence of the multi-billion dollar investments in Intel's plant and Westside MAX.

Tri-Met and the City of Hillsboro are working with PacTrust to develop a transit friendly Master Plan for the entire site. Their vision is to create a community with a pedestrian oriented spine between Intel and the MAX station lined by parks, high density residential, and neighborhood commercial with residential above. Transit oriented zoning for the site was approved in August 1996. At the same time PacTrust submitted a master plan based on the zoning which would allow for 550,000 Sq. Ft. of shopping / hotel / theaters, 100,000 Sq. Ft of office and other commercial, 1200 apartments and 400 small lot single family homes. Construction is expected to start by next spring.

"Just Do It"

The Westside station community planning program has been nimble enough to allow for public/private development master plans at other stations with short-term opportunities. At Beaverton Creek, Tri-Met was a partner with four property owners and several developers in preparing a master plan for the 122 acre vacant site bi-sected by the Westside MAX line immediately south of Nike's World Headquarters. The $344,000 master plan set parameters for a transit oriented development which would have included 1,325 dwelling units, as well as retail, office, and natural areas. Before the project moved into construction Nike characteristically decided to "Just Do It" and bought the northern portion of the site for undisclosed purposes. For now, Nike is busy moving ahead with a $200 million

Murray North



Construction is underway on over 800 residences at Murray North, a new "transit friendly" community next to Westside MAX.

1 million square foot office expansion of their 5 year old campus.

On the southern half of Beaverton Creek, Trammel Crow Residential is well under construction with what their news release calls "the region's premiere example of a 'transit friendly" community (apartments, townhomes and shops) at a MAX light rail station." In June 1996 they broke ground on their second phase of development, Murray North — 554 townhomes, mid-rise apartments with ground floor shops, and garden apartments. Murray North joins the 264 unit CentrePoint garden apartments which opened in August. The fate of the Nike property is still unclear. Tri-Met and the City of Beaverton are in discussions with Nike. Fortunately, under the zoning whatever happens on the site will have to be transit friendly.

Good Policy and Good Politics

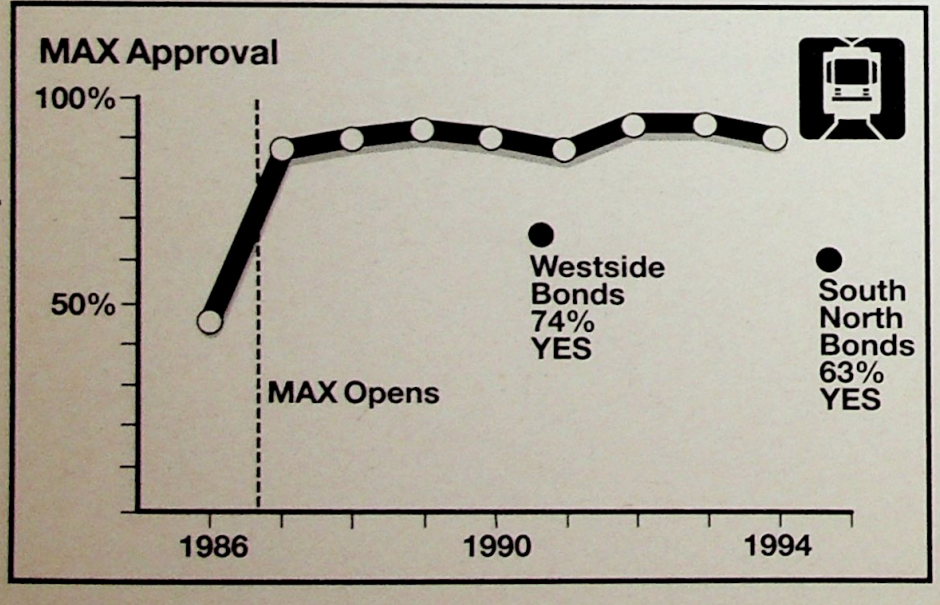
The marriage between growth management and MAX has proven to be more than good policy, it's also good politics! Given the cost of new rail lines, it's a rare community that has enough wealth to build rail just to move people. In Portland, MAX has been part of a strategy to revitalize the downtown, defer highway investments, clean the air and shape growth. Those multiple objectives have helped guarantee a return on the public's investment and leverage the broad base of political support necessary to secure the funding to build a rail line.

The support for light rail in Portland may border on the irrational. For over seven years, MAX has enjoyed public support at the 90% level.

Support for building more roads, on the other hand, has diminished. In a recent survey, only 14% of the region's voters favored expanding the road system over more transit. In focus groups, people tended to see spending more money for roads as "keeping up" or "fixing up"—necessary but not very positive. Spending for MAX had more of a pull as an antidote for some of the pains of growth.

The political link between MAX and Portland's livability has twice been affirmed by voters. In 1990 and 1994 expanding MAX

Portland's voters see MAX as an investment in livability. In two elections they have approved expanding the system four-fold— From 15 to 58 miles.



was positioned in campaign advertising as an investment in livability—an opportunity to avoid the gridlock, sprawl and dirty air that have plagued other cities.

The first vote came in 1990, when Portland voters were asked to approve a $125 million Westside light rail General Obligation (G.O.) bond measure backed by local property taxes. The verdict was a resounding 73% "yes." In the November 1994 Republican landslide, only one transit measure in the country was approved. Portland voters responded to a $475 million MAX GO bond with a solid 63% "yes" vote. Those bonds will serve as regional matching funds for a 21-mile $2.85 billion "South/North" MAX line connecting Clackamas County, Oregon and Clark County, Washington to downtown Portland.

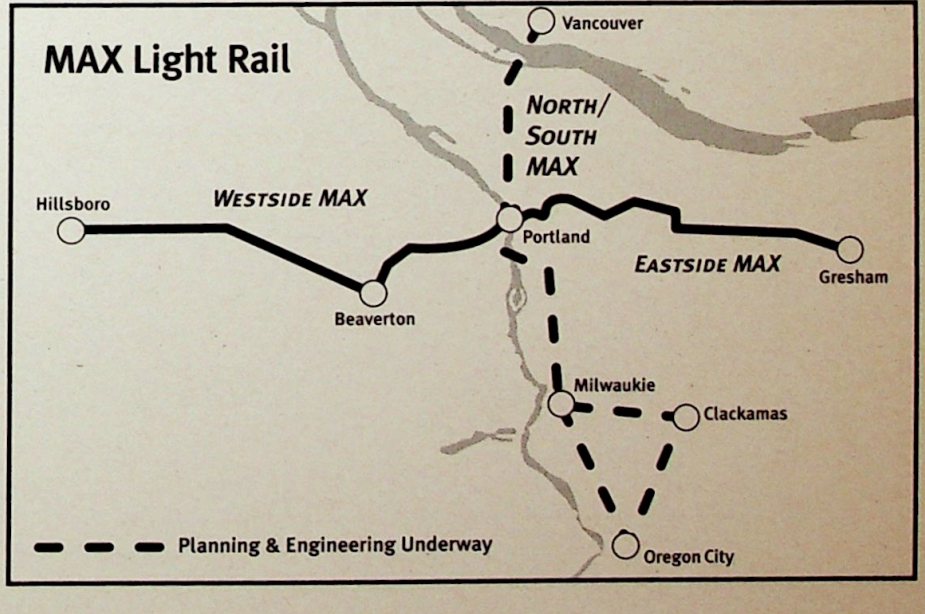
In two successive measures, voters approved expanding Portland's light rail system by nearly four-fold—from 15 to 58 miles. That string of successes suffered a setback in February 1995 when Clark County, Washington voters rejected funding their piece of the South/North line. Local official have two years to assess whether to proceed with an Oregon-only project or for Washington State to fund its share.

Growth Management & MAX: A Competitive Advantage

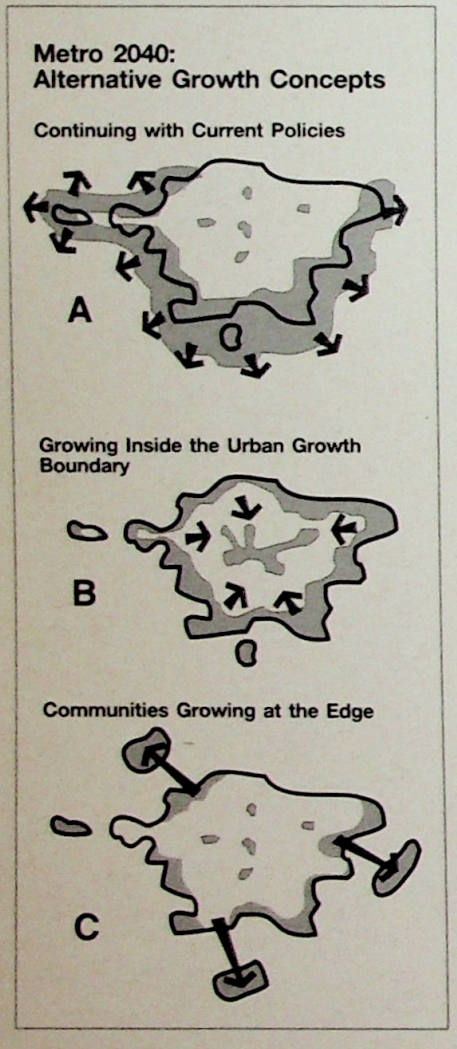
A big part of MAX's value has been its ability to serve as a catalyst to move the region's growth management aggressive agenda. The success of that agenda is now propelling MAX expansion and land use planning to a new level.

We hope to replicate the Hillsboro land use/MAX competitive advantage in seeking funding for the South-North project. That means incorporating land use into the project as a major element of preliminary engineering and alternative analysis. By the time a locally preferred alternative decision is made, local governments will be asked to make legally binding land use commitments supportive of light rail. Land use will also play a pivotal role in decisions regarding alignments, station location, termini, and mode choice.

> **"Portland is a metropolitan area that works, a model for other urban regions seeking a regional solution to difficult growth issues."**
>
> **— Urban Land**



What Kind of Future Do We Want?



Metro's 2040 process is the forum for developing a consensus on a vision for how the region wants to grow.

The expectations for MAX and land use have risen to new heights with Metro's Region 2040 project—the region's long range transportation and land use plan. Region 2040 asks the questions: How do we want to grow in the next 20 years, what do we want to the region to look like and how will we get there?

Region 2040 has two fundamental differences from traditional regional planning exercises:

- First, the Region 2040 project is testing both alternative land use and transportation futures.
- Second, the legal authority and political will to move ahead with early implementation of the regional plan is in place.

Crash-test Dummies

In 1990, Portland's voters gave Metro the legal authority to require local governments to change their plans and zoning codes to be consistent with Metro's adopted regional framework plans. The lengthy process of changing plans and funding priorities to use transportation investments explicitly as a tool to help leverage the land use future the region envisions is now underway.

Over the last four years Metro, Tri-Met, and local governments developed and evaluated three basic alternative growth concepts. The idea was to frame a range of reasonable choices. Like with crash-test dummies, the concepts were not designed to survive the analysis. The best elements of each concept were crafted into a recommended alternative and adopted in December 1994. With that decision in place, a legally enforceable 20 years Regional Plan is scheduled to be developed and adopted in the fall of 1996.

The three growth concepts analyzed were:

Concept A: Continue outward with current trends, allowing the region to grow out by expanding the Urban Growth Boundary;

Concept B: Freeze the region's Urban Growth Boundary and substantially increase density in transit corridors; and

Concept C: Decant some growth to satellite cities; focus density in centers.

Building Blocks for the Future

The 2040 Recommended Alternative adopted by Metro builds on the region's past successes by focusing on transit and a tight Urban Growth Boundary as a means to grow and preserve our livability. The building blocks are:

- **Maintaining a tight Urban Growth Boundary.** The plan forecasts a 40% increase in population by 2017 and the need for zero expansion of the urban area. Seattle, for example, saw a 38% increase in population and expanded their urbanized area 87% in 20 years;

• **Focusing Growth on Transit.** Two-thirds of the jobs and 40% of households would be in existing centers and along corridors served by buses and light rail;

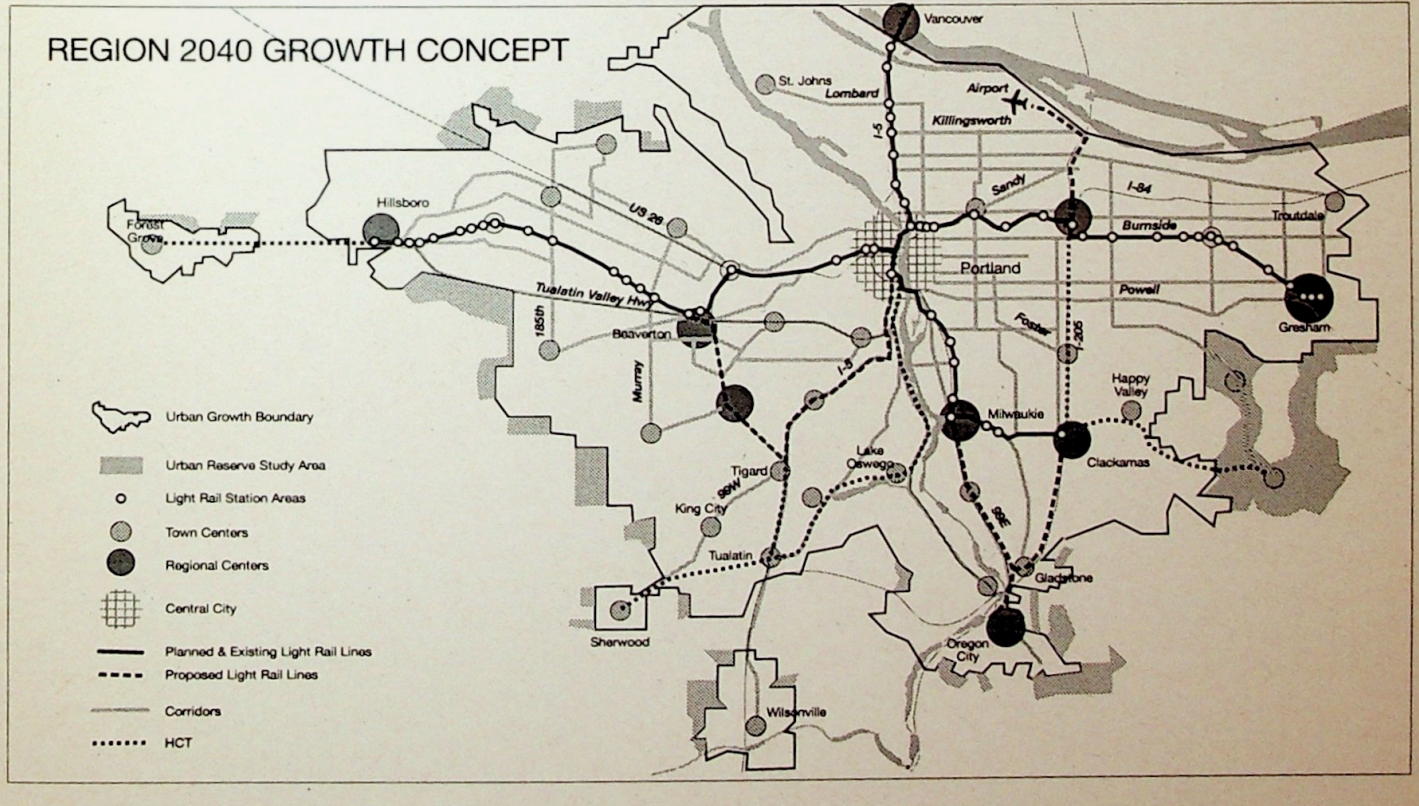
• **Preserving residential neighborhoods as the dominant land use.** To accommodate increased densities, inner neighborhoods would have smaller lot sizes — 70% of existing neighborhoods would be left as they are. The average *new* single family lot size would drop to 6,200 from about 8,500 square feet today;

• **Developing a system of urban greenspaces for active use and nature.** The region's voters approved a $135 million Greenspaces bond measure overwhelmingly to move greenspace preservation from theory to practice. The plan calls for about 34,000 acres in open space or about 14% of the land in the Urban Growth Boundary;

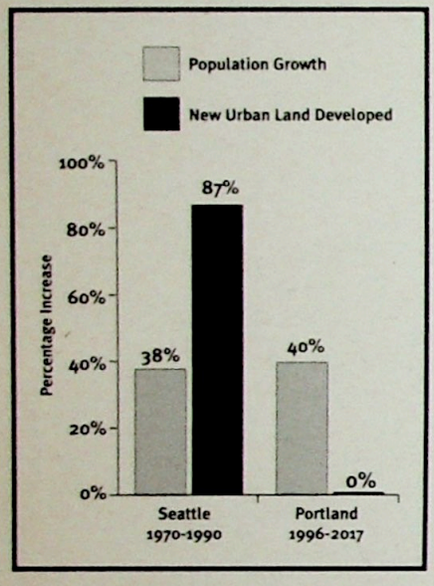
• **Expanding MAX and the bus system.** The 2040 plan calls for a three-fold increase in the level transit service. Transit becomes a primary means to accommodate increases in regional travel and reduce reliance on the automobile. For example, in regional centers the mode share of work trips on transit would grow from about 6% today to 25%.

"The transit system in conjunction with future land use provides this region a framework for where to locate the regional centers."
— Mike Burton, Metro Executive Officer

The 2040 Recommended Alternative adopted by Metro builds on the region's past successes by focusing on transit and a tight Urban Growth Boundary as a means to grow and preserve our livability.



A Tale of Two Cities



Region 2040 envisions a 40% increase in population and just a zero % increase in land area by 2017. The Seattle experience is more typical—land consumed at more than double the rate of population growth.

Regional Planning With Real Teeth

Local governments have conspired with each other to raise the standard for regional planning to new unprecedented heights. To accelerate implementation of the Region 2040 Growth Concept and help maintain a tight urban growth boundary local governments came to Metro and asked them to prepare an early implementation strategy which would be binding on local governments. The "Urban Growth Management Functional Plan" was unanimously approved in July 1996 by the Metro Policy Advisory Committee of local officials representing 89% of the region's population. The plan embraces the so called "Zero Option," no expansion of the UGB.

According to Metro Executive Mike Burton "Prior to this proposed functional plan, Metro and its partners had agreed in principle to the ideas contained within the growth concept. The functional plan puts those ideas into law and makes concrete, specific changes in how the region manages its growth.

Never before in the country has that occurred, much less with this level of cooperation and spirit of regionalism." Among other things the legally binding plan to be administered by Metro gives local governments 24 months to:

- Accept regional 20 year growth targets for residential and employment;
- Change local plans to increase permitted densities to assure sufficient capacity to be consistent with the 2040 growth concept;
- Adopt minimum residential densities — providing for no less than 80% of the permitted density;
- Change local codes to provide for reductions in parking minimums and maximums consistent with regional standards to encourage more efficient use of land;
- Manage the location of new "big box" retail, so that investment and reinvestment in retail commercial in existing centers are maintained and transportation impacts are minimized; and,
- Raise levels of acceptable congestion on the road system in high density areas with good transit and / or pedestrian networks.

Boiling Frogs

Metro has the legal power to require local governments to comply with the regional plan. Having the authority is not the same thing as having the political clout to make it happen. Moving the Region 2040 Plan off the drawing boards and onto the ground will be a bit like the story of how to boil frogs. If you dump the frogs into a pot of boiling water, they will jump out. On the other hand, if you bring up the temperature slowly to a boil the frogs stay in the pot. The same will

be true for implementing Region 2040. If Metro attempts to turn up the temperature beyond what the local governments feel comfortable with they will jump out of the pot. Ultimately, implementation of the 2040 plan is going to be at a pace dictated by Metro's local government partners.

More Riders with Less Service

The 2040 analysis powerfully illustrates the payoffs of balancing transportation and land use. With the Recommended Alternative, less turned out to be more. Compared to current trends (Concept A), the Recommended Alternative has:

- 53% more transit riders with 3% fewer service hours; and
- 33% fewer congested road miles on a road network which has 5% fewer lane miles.

The results of the modeling are particularly revealing for MAX. While each of the concepts has essentially the same levels of transit service, ridership varied tremendously between alternatives. For the Westside, daily ridership ranged from 31,800 in the sprawling base case to 81,300 in the compact Concept B—a difference of over 250%.

In the altered reality of regional planning models, the 2040 Recommended Alternative shows that it's both cheaper and better to grow right. The bigger question is, "Is this a future anyone wants to live in?"

New Signals to the Real Estate Marketplace

The "Zero Option" appears to be both politically popular and in line with emerging market trends. According to a recent poll by Portland General Electric 56% of the region's voters support the option to *"keep the Urban Growth Boundary as it is, and build residences on smaller lot sizes, even if that means increased density and people living closer together in smaller homes."*

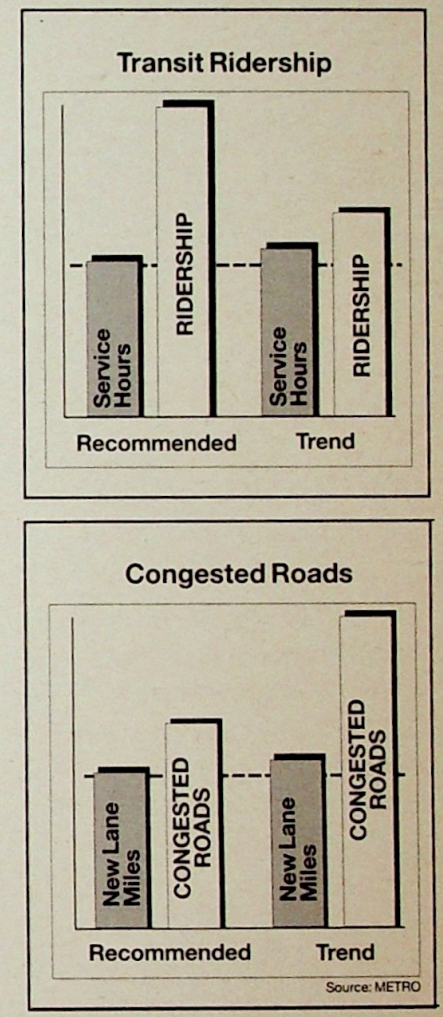
Holding the UGB in place seems to be causing Portland's regional real estate market to preform differently than other western cities. For the first time since the UGB was adopted in 1979 Portland is experiencing a tight residential and commercial land market. Residential and retail developers don't have an endless supply of vacant sites further out along the edge to move to.

In response to a tightening land supply and shifting demographics Portland's land market is now increasingly behaving in ways supportive of the higher density compact development patterns envisioned in the Region 2040 Growth Concept.

For example:

- Since 1990 the market share of small lot single family has increased threefold from 19% to 54%;

Less Means More



Balancing transportation and land use is a cheaper and better way to grow. Compared to the current trend, the Recommended Alternative had more transit ridership with less service hours and less congestion with fewer lane miles.

"Portland may well depart from the American norm in metropolitan growth."
— Atlantic Monthly

- The average lot size for new single family residences has dropped from 13,800 square feet in the 1980s to close to 6,200 today;
- Townhouses have gone from a market share of virtually nothing before 1990 to 12% of the residential market;
- Last year redevelopment and infill accounted for 24% of all new residential and 35% of new employment; and,
- Retail is moving to infill sites from greenfield sites. Walgreens' move into the Portland market is illustrative. To establish a market presence Walgreens needed five sites. With little vacant land available they are coming to Portland via redevelopment and infill.

Swimming Against the Tide

Region 2040 assumes a big change in land use plans and a continued shift in growth trends in order to assure regional mobility and livability. That vision is a popular one with our region's citizens and governments. Making it happen will be a tall order. While future national demographic trends and local market behavior give some credence to the strategy, national trends seem to be moving in the opposite direction:

- Containment of growth vs. dispersal outward
- Redevelopment and infill vs. growth primarily on greenfield sites
- Growing downtowns and urban centers vs. edge cities and declining cores
- Increased use of transit and walking vs. increased use of cars and congestion

Perhaps planners in Portland are really a bit like the endangered salmon swimming upstream against the current of the Columbia River. Like the salmon, we've been successful in the past swimming against the current. So far, Portland's planners, unlike the salmon, have flourished and have stayed off the endangered species list.

Past Success: A Prologue for the Future

The Portland story is more about community building than MAX building. MAX has been a vehicle to move people, shape the region, defer highway investments, and to enhance our quality of life. So far, over $1.3 billion in new development has occurred along the line.

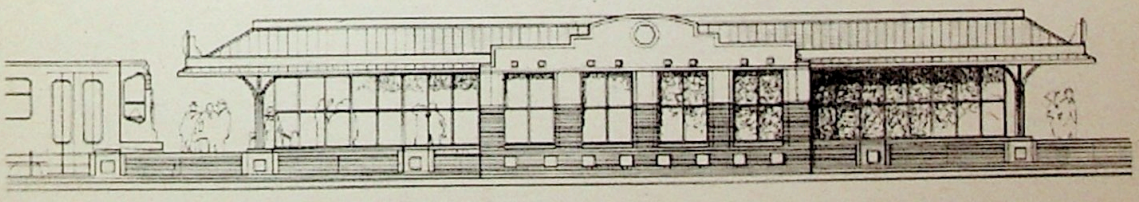
MAX is not a silver bullet; having it won't make your main street Disneyland. MAX, in combination with supportive land use planning, has enjoyed great support in Portland because they are not ends in themselves. They are the tools our community leaders have used to build a more livable community.

We've found the marriage between growth management and MAX is not just good policy, it's good politics. As Portland looks to the future and the pressures of 645,000 new residents, MAX is being asked to play an even bigger role. With two funding measures, Portland's voters approved nearly a fourfold increase in the size of the system. That expanded MAX system has been embraced as the cornerstone of the region's strategy to create the kind of compact livable future we want. Getting there won't be easy. To paraphrase Yogi Bera, we need to "avoid making the wrong mistake."

The challenge we now face is to apply the successes of downtown Portland, Gresham and MAX to the rest of our regional community. We are—after all—one region, one marketplace, one air shed. If one part of the region fails, we all fail. Nothing less than our livability is at stake.

"... few have equaled Portland's success in devising and implementing strategies for land use and transportation planning that have turned the city's downtown decline around to make the center a vibrant, growing and prospering core to Portland's metropolitan area."

— Transit Connections



Appendix I

Development Adjacent to MAX:

A Partial Inventory

Retail/Commercial: $59 million

Gold's Gym,
4121 NE Halsey
$500,000 renovation of former store completed in 1986
$150,000 renovation, 1993

Commercial Tenant,
1021 NE 1st
$565,000, 1990

Front and Davis parking garage/heliport, 234 NW First
$8.8 million parking garage and heliport with 400 short-term parking spaces

Lloyd Center Red Lion Inn,
1000 NE Multnomah
$35 million remodeling and addition of 530 rooms
382,000 Sq. ft.
Completed in 1981
$3 million renovation, 1992

Moyer Theater,
16th and Multnomah
$3 million 10-screen theater, opened 1986

Pacific Crest Rehabilitation Center, 405 NE 5th
$448,500 remodel of clinic
37,000 Sq. ft.

Pony Soldier Motel,
1060 NE Cleveland
$1.5 million motel
34,120 Sq. ft.

Holiday Inn,
Portland/Downtown
NE Holladay & Grand Avenue
$400,000 renovation of old Cosmopolitan Hotel, 1991

Tri-Met Parking Garage
4-story, 550 spaces
$5.3 million, 1995

Multi-Family Residential: $63.5 million—1,736 units

4636 NE Hancock
$226,000, 8 units, 1991

Rockwood Crossing, 19200 E Burnside
$719,000,
Four quadriplexes
(16 units)
16,720 Sq. ft.

160th Avenue Apartments, 310 SE 160th
$275,000,
11-unit apartment complex
6,800 Sq. ft.

Glen Fair Park Apartments, 143rd and E Burnside
24 units, 1995

McMullen Terrace Apartments, 14302-38 E Burnside
$1.16 million,
30-unit townhouse development
35,500 Sq. ft.

Burnside Fir Apartments, 17440 E Burnside
$905,000, 24 units, 1993

Bay Club Apartments, 18837 SE Yamhill
$1.02 million, 58 units, 1991

Apartments, 18200 SE Pine
$770,000, 13 units, 1994

Rockwood Station Apartments, 19100 E Burnside
$5.7 million,
195-unit apartment complex
177,000 Sq. ft.
multifamily residential

Rosewood Terrace Apartments, 19316 E Burnside
$260,000,
16-unit apartment complex
7,880 Sq. ft.

St. Vincent de Paul Villa, 16060 E Burnside
$1.2 million,
30-unit fully accessible
handicapped housing
36,000 Sq. ft.
multi-family residential

Try-MAX Apartments, 165th & E Burnside
$1.3 million, 44 units, 1992

Rockwood Park Apartments, 17375 NE Couch
$1.8 million,
70-unit apartment complex
46,000 Sq. ft.
multifamily residential

Mayfield Court Apartments, 17654 SE Pine
$1.11 million, 30 units, 1991

Windsor Court Apartments, 15809-39 E Burnside
$1.3 million,
46-unit apartment complex
104,000 Sq. ft. multifamily

Windsor Court Townhouses, 15811 E Burnside
$1.2 million,
30-unit townhouse development
35,500 Sq. ft.

Bristol Woods Apartments, 1301 NE 8th
$2.74 million, 120 units, 1993

Eastman Heights Apartments, 301 NW Eastman
$569,000 (partial), 76 units, 1990

Towne Fair Apartments, Division & Wallula
$7.7 million, 263 units, 1990

Cleveland Townhouses, 4th and Cleveland
12+ units, 1995

Apartments, 4614 NE Hancock
$325,000, 9 units, 1991

Burnside Station Apartments, 18200 NE Couch
$1.7 million, 37 units, 1995

1427 SE 182nd, addition to group home
$400,000, 4500 Sq. ft., 1995

Stark Street Station Apartments
611 SE 190th
$1 million, 24 units, 1995

Senior apartments, 1545 SE 223rd
$4 million, 82 units, 1995

Trails End (multifamily housing)
1209 NE Linden
$1.7 million, 44 units, 1994

Gresham Central Apartments, 800 NE Roberts
$4.4 million, 97 units, 1995

Oneota Townhomes, 200-290 NE 5th, 205-295 NE 4th
$1.5 million, 20 units, 1995

Apartments, 1530 NE Cleveland
$2.2 million, 45 units, 1995

Lloyd Place Apartments, 1411 NE 16th
$12 million, 200 units, 1996

Duplexes-
17524, 18188–18410 SE Pine,
4604 NE Hancock, 506 NE 94th,
21 NE 108th, 508 NE 113th,
83 NE 162nd, 17312 E Burnside,
25 NE 179th, 18146–18250
SE Ash, 18233 SE Oak,
908 NE 183rd, 700 N Main,
1926 NE 11th, 1625 SE 4th,
272 NE 12th, 438 NE 2nd
62 units total
$4.8 million, 1995-1996

OFFICE: $288 MILLION

American Bank Building, 621 SW Morrison
$3.75 million rehabilitation
completed in 1986
164,000 Sq. ft. office

Bank of America Center, First and Morrison
$42 million office building
350,000 Sq. ft. office

Dayton Building, 838 SW First
$3.3 million rehabilitation
completed in 1983
31,800 Sq. ft. office

Dental Office, 17326 SE Stark
$164,000, 2320 Sq. ft., 1996

Federal Office Building East, 905 NE 11th
$55 million office building
completed 1987
545,000 Sq. ft. office

Gresham Professional Group, 501 NE Hood
office improvements,
no new square footage
$92,000, 1995

Guide Dogs for the Blind, 100 NE 4th
2300 Sq. ft. office,
2100 Sq. ft. residence
$376,000, 1995

Robert Duncan Plaza, SW 1st & Oak
$14.5 million Federal Office Building
326,000 Sq. ft. completed 1991

Gresham Corporate Center Phase I, 300-900 NW Eastman Pkwy.
$1.3 million office building
35,908 Sq. ft. office

Kaiser Permanente Rockwood Medical Offices
19500 SE Stark, $4.6 million
clinic completed in 1985

Liberty Centre, Seventh and Holladay
$40 million office building
350,000 Sq. ft., 1996

Lloyd Center Tower, 825 NE Multnomah
$33 million office building,
opened 1981
400,000 Sq. ft. office

Port of Portland Building, 700 NE Multnomah
$343,000 renovation

500 Lloyd Building, 500 NE Multnomah
$2.172 million renovation

McKeel Office Building, 701-703 NE Hood
$63,750 remodel
2,092 Sq. ft.

Sisters of Providence Medical Offices, 99th and NE Pacific
$2.5 million medical office
building, 1994
26,000 Sq. ft.

Medical offices,
10136 SE Ankeny
$419,000 office building
9,600 Sq. ft.

Medical offices, 223 NE 102nd
$1.5 million office building
15,500 Sq. ft.

Medical Offices,
2150 NE Division
$1 million, 12,552 Sq. ft., 1995

Morton Cole & Weber Building,
55 SW Yamhill
$2.2 million rehabilitation
completed in 1984
20,500 Sq. ft. office

Office complex, 147 SE 2nd
$275,000, 4800 Sq. ft., 1994

Office complex, 320 SW 2nd
$400,000, 1990

Office complex,
9810 E Burnside
$567,000 office complex
$78,000 rehabilitation, 1993
28,000 Sq. ft.

One Oak Plaza, 333 SW 1st
$11.4 million office building
370,000 Sq. ft.

One Pacific Square,
220 NW Second
$22 million office building
completed 1983
293,000 Sq. ft. office

Pacific First Federal, 811 SW 6th
$22 million renovation and new
construction opened in 1980
317,000 Sq. ft. office

Paulson Capital Building
$6.3 million office building
completed in 1984
60,000 Sq. ft. office

Portland Power & Light,
9951 SE Ankeny
$2.2 million office building
26,000 Sq. ft.

Providence Medical Office
Building, 440 NW Division
$342,000 medical offices
and clinic
10,300 Sq. ft.

State Office Building,
808 NE Oregon
$11.5 million office building
264,000 Sq. ft. office

Three Pacific Square,
123 NW Flanders
$1.4 million rehabilitation,
completed 1984
100,000 Sq. ft. office

Transamerica Title Insurance
Co. main offices
12360 E Burnside
$1 million office building con-
structed in 1980
17,000 Sq. ft.

205 NE 181st
$86,000 office building, 1992
2000 Sq. ft.

OFFICE/RETAIL: $427 MILLION

200 Yamhill Building, 204-218 SW Yamhill
$4.2 million renovation
completed in 1986
48,000 Sq. ft. retail and office

Blagen Block, 78 NW Couch
$2 million renovation
completed in 1981
25,000 Sq. ft. office,
8,000 Sq. ft. retail

Centennial Block, 210 SW Morrison
$4 million renovation
completed in 1985
$2 million renovation
completed in 1994
12,000 Sq. ft. retail,
32,000 Sq. ft. office

Directors Furniture Building, 804 SW Third
$5.6 million renovation
90,000 Sq. ft. office and retail

Fleishner Block, 107 NW Couch
$2.5 million renovation
began in 1986
50,000 Sq. ft. of retail and office

Kress Building, 622 SW Fifth
$3 million renovation
completed in 1986
70,000 Sq. ft. retail and office

Lawrence Building, 306 SW First
$4.3 million renovation
completed in 1986
50,000 Sq. ft. retail and office

Lloyd Center Mall
$200 million renovation
and expansion
1.5 million Sq. ft. retail,
office, and restaurant

New Market Theater and Village, 50 SW Second
$10 million renovation of three
buildings opened in 1983
85,000 Sq. ft. office,
40,000 Sq. ft. retail

Pine Street Building, 50 SW Pine
Built in 1981
7,500 Sq. ft. office,
2,500 Sq. ft. retail

Pioneer Place (Morrison Street Project)
$180 million 3 block office
and retail complex
Constructed in 1988
970,000 Sq. ft.

Skidmore Fountain Building (formerly Packer Scott), 28 SW First
$4.5 million renovation
opened with light rail in 1986
20,000 Sq. ft. retail,
21,000 Sq. ft. office

Thomas Mann Building, 140 SW Yamhill
$2.2 million renovation and
addition in 1981
18,000 Sq. ft. of retail,
office and residential

Willamette Block, 722-738 SW Second
$4 million renovation and addition of 4th floor in 1983
24,000 Sq. ft., office,
8,000 Sq. f. retail
Retail: $81 million

Caplan's Sporting Goods, 625 SW Fourth
$500,000 renovation in 1986
23,000 Sq. ft. retail

Gateway Fred Meyer Shopping Center
$27 million for redevelopment and expansion, completed 1987
370,000 Sq. ft. retail

Gateway Mervyn's, 10010 NE Halsey
$2.6 million retail store
75,000 Sq. ft.

Gateway Retail Complex
$770,000 retail complex
30,000 Sq. ft.

Gresham Town Faire
$30.5 million community shopping center completed in 1987
276,000 Sq. ft. retail

Interior remodel, 1411 NE 181st
$97,000, 3859 Sq. ft., 1996

Interior remodel, 290 NE Roberts
$110,000, 1996

Interior improvements, 40 NE 2nd
$75,000, 1996

Lombard Building, 220 SW First
$625,000 rehabilitation
7,500 Sq. ft. retail

Nordstrom, 701 SW Broadway
$8 million remodeling and addition of a penthouse, 1989
110,000 Sq. ft. retail

Plaza 181, 181st and E Burnside
Strip commercial, 6 stores, completed in 1986
$110,000 Pizza Hut added in 1989

Retail tenant, 40 NE Burnside
$897,000, 43,000 Sq. ft., 1991

Rockwood Fred Meyer, 18330 SE Stark
$400,000 remodel
55,000 Sq. ft. retail

Yamhill Marketplace, 110 SW Yamhill
$7 million retail space opened in 1982
77,000 Sq. ft. of retail

Zell Bros. Jewelers, 800 SW Morrison
$1 million renovation, 1986
14,760 Sq. ft.

MAX Convenience Store, 122nd and E Burnside
$60,000

Public Use: $360 million

Ankeny Park, First and Ash
Refurbished in 1986
$300,000

Weil Pedestrian Arcade
Connection from MAX to downtown Gresham
$75,000

Oregon Convention Center, NE MLK Blvd and Holladay
$85 million convention center, construction in 1990
500,000 Sq. ft.

Pioneer Courthouse Square
$8 million one block public square opened in 1984
68,000 Sq. ft. plaza and retail

Rose Garden
20,340 seat arena and entertainment complex
730,000 Sq. ft.
$262 million, opened in 1995

Holladay Corridor Improvements
Sidewalk treatment, landscaping, light rail station
$22 million, 1989

Gresham Regional Library
$1.1 million, 1989

Easthill Church Addition
$782,000, 1995

Gresham City Hall Annex
$6.395 million, 1996

"Old City Hall" building, Gresham, remodel
$967,000, 1996

Gresham Civic
$3.5 million, 1996

Appendix II

Full Funding Grant Agreement

Hillsboro Extension to the Westside Project Between FTA and Tri-Met

January 4, 1995

Attachment 10
SPECIAL CONDITIONS: LAND USE AND TRANSPORTATION PLANNING

The Government and the Grantee recognize that the success of the extension of the Westside Light Rail Project to Hillsboro (hereafter, the "Hillsboro extension") will depend, in large measure, on local implementation and enforcement of long-term urban containment policies that lead to transit-supportive land use patterns in the Westside-Hillsboro corridor.

Accordingly:

1. The Grantee acknowledges that the Government's provision of Federal financial assistance to the Hillsboro extension is specifically conditioned upon the enactment of the current version of the Region 2040 Concept Plan by the Metropolitan Service District (Metro"), the cognizant Metropolitan Planning Organization for the Portland, Oregon metropolitan area.

2. The Grantee agrees and promises to take any and all actions, within its powers, as may be reasonable and necessary to ensure local adoption of the detailed Region 2040 Framework Plan (the "Framework Plan"); to ensure that all cognizant local governments in the vicinity of the Hillsboro extension continue to comply with the Framework Plan; and to ensure that the Framework Plan is maintained, without any substantial changes in transit station areas that would adversely affect transit ridership, for a period of no less than five years following completion of the Hillsboro extension, now estimated for September 1988.

3. The Grantee agrees and promises to take any and all actions, within its powers, as may be reasonable and necessary to ensure local adoption of amendments to the comprehensive plans and implementing ordinances of all cognizant jurisdictions in the vicinity of the Hillsboro extension that are consistent with the Framework Plan and Oregon law.

4. The Grantee agrees and promises to take any and all actions, within its powers, as may be reasonable and necessary to ensure local adoption of policies that are consistent with the State Transportation Planning Rule, as currently enacted (the Planning Rule), and specifically, the provisions of the Planning Rule that are intended to limit growth in per capita Vehicle Miles of Travel.

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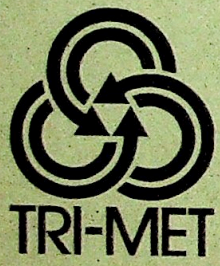

How We Get There Matters.

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